DOCUMENT RESUME

ED 126 968 JC 760 421

AUTHOR Oastler, John
TITLE State Board Governance of Community Colleges in Illinois.
PUB DATE 76
NOTE 159p.; Occasional light print

EDRS PRICE MF-$0.83 HC-$8.69 Plus Postage.
DESCRIPTORS Community Colleges; *Educational Coordination; Governance; *Governing Boards; *Junior Colleges; Legislators; Political Influences; Power Structure; State Agencies; *State Boards of Education; *State Government; State School District Relationship
IDENTIFIERS Illinois; *Illinois Board of Higher Education; *Illinois Community College Board; State Regulation

ABSTRACT

State regulation of postsecondary education institutions has been ever-increasing; this leads to greater efficiency in education and acts to stabilize the educational system in the state in such a way that system-wide problems and difficulties are handled in an orderly and routine fashion. This study reviews state regulation of community colleges in Illinois and explores the question of whether or not greater statewide control and coordination is desirable. It discusses the beginnings of the Illinois Board of Higher Education (IBHE) and the Illinois Community College Board (ICCB), both of which oversee the community colleges. It presents the objectives of these two boards as set forth by the legislature and reviews the methods by which board objectives are related to board activities and policy decisions. It also reviews the control and coordinating functions of these boards, notes how many of the recurring community college issues (financing, local college autonomy, program duplication, system fragmentation, and articulation) have become political issues, and examines what these boards spend most of their time doing. Results indicate that the IBHE and the ICCB spend much more time in coordinating than in controlling the community college system, and that the state legislature still has the most power to determine the fate of Illinois education. (DC)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. Nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

ED126968

STATE BOARD GOVERNANCE OF COMMUNITY COLLEGES IN ILLINOIS

John Oastler Ph.D.
College of DuPage
Glen Ellyn, Illinois
1976

JC 760 421

TABLE OF CONTENTS

Chapter

One. INTRODUCTION. 1

Two Models of the Natural Progression Theory
The Purpose of this Paper
An Overview of this Paper

Two. ILLINOIS AND COMMUNITY COLLEGE GOVERNANCE PATTERNS 17

Some Examples of State Board Governance of Community Colleges
Illinois' Pattern of Community College Governance: a Historical Look
Enabling Legislation of State Board Governance in Illinois
State Board Governance at Level 3 of Berdahl's Progression: Coordinating Boards
Summary of this Chapter

Three. COORDINATION AND CONTROL FUNCTIONS OF THE BOARDS 40

What are the Functions of Coordination and Control?
Procedure to Study Coordination and Control of the Community College Governing Boards, IBHE and ICCB
Procedure to Study Problems in State Board Governance of Community Colleges

Four. GOVERNANCE ISSUES BEFORE THE BOARDS 55

Issue 1: Financing Community Colleges
Issue 2: Preserving Local College Autonomy
Issue 3: Duplication of Programs
Issue 4: Fragmentation of the System
Issue 5: Articulation

Chapter

Five. GOVERNANCE ISSUES IN POLITICS 101

Methodology for Determining
The Politicians' Perceptions
Issue and Legislator Comment Pertinent
to Issue
Summarizing

Six. A CLOSER LOOK AT THE BOARDS' ACTIONS 112

The Boards' Levels of Coordination
and Control
Coordination and Control Variables
Compared to their Sub-factors
Frequency Levels in Control and Coordination

Seven. SUMMARIZING THE FINDINGS 125

. . . . . .

APPENDIX A. TOPICAL SURVEY OF CONTROL AND
COORDINATION VARIABLES 133

APPENDIX B. TALLIES OF FREQUENCY SUMMARIES 143

APPENDIX C. LEGISLATOR QUESTIONNAIRE 147

LIST OF FIGURES

Figure

3-1. RELATIONSHIP OF COORDINATION AND CONTROL TO LOCAL COMMUNITY COLLEGE 49

6-1. IBHE COORDINATION AND CONTROL ACTIVITIES . . . 115

6-2. ICCB COORDINATION AND CONTROL ACTIVITIES . . . 116

6-3. PERCENTAGE OF CONTROL VS. COORDINATION PER YEAR 118

6-4. FREQUENCY TOTALS OF CONTROL ITEMS IN BOARD GOVERNANCE 121

6-5. FREQUENCY TOTALS OF COORDINATION ITEMS IN BOARD GOVERNANCE 122

CHAPTER ONE

INTRODUCTION

CHAPTER ONE

INTRODUCTION

Escalating costs of education, voter rebellion over increased taxes, and the looming prospect of a population dip have combined to place educational institutions in peril. The public seems distrustful of the educator. While they may assume that the quality of education is high, they wonder why "the system" turns out graduates who appear less than capable. They seem concerned over the value of a college degree. They are perplexed whenever they see a school, college or university embarking on a building construction program, while the birth rate steadily declines. Their puzzled look is reflected in their legislators' demands that something be done.

Who in education shall address themselves to the concerns of the public? It is unrealistic to think that the separate institutions can deal with the manifold problems affecting the whole of education. Put another way, in order to cope with problems endemic to the system, some governing agency, such as a state board, may seem more suited to devise and implement needed remedies. Indeed, observers to the educational scene note a steady trend across the nation from the simple autonomy of local schools and colleges to the complex regulation of such institutions irrespective of educational level. An implication of this finding is that gradually power is being shifted away from

the individual institutions to state and even federal bureaucracies. Although these observers have not tied their analyses to the widespread problems in education, they theorize that the trend is indicative of an evolutionary process leading to greater state control of education.

Two Models of the Natural Progression Theory

Studying the state regulation of colleges and universities, Robert Berdahl synthesized his data by deploying a four-fold typology of state governing forms. His categories reflect a historical perspective to the data.

1. No state governing agency: "Complete autonomy of institutions lasting from colonial days to the late 19th Century."

2. Voluntary association: "Creation of voluntary arrangements gaining impetus in the 1940s and 1950s."

3. Coordinating board: "Creation of statewide coordinating boards beginning in the late 1950s and still continuing."

4. Consolidated governing board: designed to "control . . . expansion and proliferation."[1]

Berdahl portrays a gradual trend toward greater state interest in education: from a situation of (1) no state governing agency, to (2) voluntary groups seeking state money, to (3) the creation of a state coordinating board to establish priorities among the competing requests for funds, to finally (4) a state consolidated governing board that controls educational growth.

Berdahl acknowledges the continuance of earlier stages into the present, e.g., stage 1 in Delaware; but he contends that there are more states in the latter two stages than heretofore and of the latter two, more in the 3rd stage than the 4th. So, he predicts that in the years

to come a greater proportion of states will be adopting the organizational structures of the 4th stage. Already, 19 states have reached this stage, Berdahl found, although he posits no further stage in the evolutionary process.

If we ask what "drives" the states toward stage 4, Berdahl explains that somehow the political demands of public educational institutions must be synthesized into a program which balances educational needs of a populace with the state's financial resources. He learned, for instance, that Georgia entered phase 4 during the Depression, when the state was hard-pressed to find money for higher education, which costs more per student than grades K-12. In 1931, that state's consolidated board "eliminated ten institutions," Berdahl reports.[2] Actually, stage 4 represents the organizational approach, as opposed to, say, a bargaining approach of stage 3. As a buffer, the consolidated agency can control the "plant" operations in a fluctuating market for the "product" relative to the capital available for investment, i.e., legislative appropriations to the colleges.[3]

A consolidated governing board may be delineated in terms of its power. A fully developed consolidated board can establish new institutions and shut down any in existence. It can dictate the curriculum for each program offered by a local college, while permitting the local institution to determine which curricula to offer. It disburses state money to the local colleges relative to their budget requests. It can prevent duplication of programs

and foster cooperation among institutions by funding each college separately per programs offered. And, it can transfer faculty among institutions under its domain, while establishing minimal qualifications for instructors. By maintaining a research arm, it can justify state funding formulas and adjust these to meet manpower and societal demands upon the educational system. Under a governing consolidated agency, the local institution can have the right to offer whatever courses desired, but the state reserves the right to determine the level of funding for each program and must assure the quality of instruction. Then too, the state board has the right to monitor each college's administration to ascertain whether state monies are being spent properly. In summary, the powers of a consolidated governing board do not necessarily imply that the board operates the local college, only that, as Berdahl suggests, it prevents proliferation and avoids duplication of effort, and at the same time, enforces quality controls.

Possibly, an ultimate stage of a fully developed educational system within a state would be one interlevel consolidated governing agency. Essentially, this agency would integrate the curricula of the various educational levels. Noting that the concept is relatively untried, Berdahl is cautious in his endorsement.

> In theory, giving one agency responsibility for the integration of all education, from kindergarten to postdoctoral work, is the simplest and most direct way

> of handling problems of interlevel coordination. But, this mechanism is too new for definitive evaluation yet . . .[4]

Berdahl claims that in the states with stage 3 progression but interlevel integration, e.g., Michigan, New York and Pennsylvania, difficulties have arisen. Nevertheless, in Idaho, Montana and Rhode Island, interlevel coordination is proceeding at stage 4 apparently with no serious problem.[5]

The Berdahl model is drawn from an analysis of state board governance for colleges and universities across the country. A somewhat similar model is constructed by Iannaccone from his review of reports concerning statewide coordination of school districts. According to him, there are 4 types of structures by which schools attempt to influence state legislatures. 1. Locally based system of virtual independent school districts. 2. Statewide monolithic organization. Here, "the different statewide associations of teachers, administrators, school boards and federated groups of lay citizens, for example, join together to influence the legislature."[6] 3. Statewide fragmented system, wherein "the united pyramid [of #2] is missing."[7] 4. Statewide syndical, that exists when "a citadel agency [is created] to which agents of separate associations and governmental bodies belong as a result of governmental action to create a linkage system between the legislature and education interest groups."[8] Iannaccone contends his fourfold taxonomy is capable of classifying all state systems for grades K-12, although he recognizes that "the proposed

classification is empirically grounded in the descriptions of only a few states."[9] Since he believes state legislatures want the educational community to agree upon a bill before it is submitted, he is led to affirm the superiority of the statewide syndical structure, which endeavors to garner consensus among interested parties. For Iannaccone, the legislature is more likely to act favorably when no opposition against the proposed legislation surfaces.

Yet Iannaccone does not draw upon information about the New York or Georgia systems, in which a Board of Regents seemingly exerts strong control over the curriculum and the managerial affairs of local school districts. If he had, he might have been inclined to add another tier to his taxonomy, thereby more closely approximating the Berdahl progression. What is missing in Iannaccone's taxonomy of course, is some reference to Berdahl's consolidation stage. Nevertheless, Iannaccone's #1 is Berdahl's #1; his #2 and #3 appear variants of Berdahl's #2, inasmuch as both pertain to involving voluntary organizations in the budgetary process; and his #4 is Berdahl's #3, since, to the question, "Do states change from one type to another over time?" Iannaccone states, "It appears that they do but perhaps in one direction only."[10] He further claims, "In any case, it would seem that the locally based disparate is an early form giving way to the statewide monolithic."[11]

The above models are not derived from a study of the community college movement. Nevertheless, some indication

exists that states are drifting toward Berdahl's stage 3 with respect to this level. Wattenbarger reports that nearly all states now have some coordinating boards.[12] Only 5 states, Indiana, Maine, New Hampshire, South Dakota, and Vermont have no state board. Despite the admitted trend into stage 3 development, Wattenbarger was unable to find justification for the progression theory within the stage of a coordinating board.

> Certain trends anticipated as reflecting a logical evolution of types and functions of boards are not evident. Thus, while one could surmise that "special boards", such as the state boards for higher education or for community junior colleges only, would emerge as the number of colleges increased, no supportive evidence is noted . . .
>
> The conclusion drawn from this examination is that patterns of governance, as reflected by provisions for state level boards, do not seem to evolve from a consideration of the changing requirements of the institutions.[13]

The variety of state boards in a particular stage belies an evolutionary development, Wattenbarger contends. But it should be observed that Wattenbarger is not accounting for the fact that most states have some form of a coordinating board, i.e., are in stage 3. That trend could be explained in terms of the progression theory, inasmuch as the community college movement experienced its most rapid growth in this country during the 1960s, when higher education as a whole had "progressed" to that stage.

Yet even assuming the validity of the progression theory from autonomy of the local institutions to state level coordination, to, finally, state control--at whatever

level of education one wishes to consider, grades K-12, higher education, or specifically, community colleges--no inference can be drawn about the dynamics of change that lead from one stage to the next. Intuitively, it would seem necessary that a case be made to politicians for creating any kind of board. A board must have functions and objectives, which imply the reasons for its existence. Then, once functioning, the board can be evaluated concerning how efficiently it runs. In regard to dealing with problems that might otherwise revert to the political arena, a reasonable case for altering the governance pattern can be constructed. For a board, burdened with recurring problems it is unable to routinely resolve through the exercise of its powers, would likely do better if the means for achieving its objectives were altered.

In sum, the drive for greater efficiency in education, thereby implying increased state authority, is regarded in this paper as a means of stabilizing the educational system in the state in such a way that the problems and difficulties within the system are handled in an orderly and routine fashion. Efficiency, in turn, is discussed in terms of board goals and objectives as set forth in law, rather than as a function of historical evolution. Accordingly, the issue of which stage is appropriate to a system of education is interpreted with respect to the state's politics, e.g., depending upon the public will to pay for maintaining the system.

For instance, it is believed by many analysts that Illinois is in Berdahl's stage 3/Iannaccone's level 4, regardless of educational institution--grades K-12, colleges and universities, and community colleges. This categorization means that Illinois citizens have supported education to the degree that only a modicum of planning and control at the state level have been needed to cope with the contingencies the systems have confronted. Yet if the gap between keeping an educational system operational and public commitment to the system were to widen appreciably, a reasonable case could be made for entry into a new phase of state governance for the system experiencing difficulty. Through state board governance, a system should be able to tolerate fluctuations in citizen support.

The Purpose of this Paper

This paper deals with one system of education in Illinois, the community colleges. It examines the question, whether there is sufficient warrant to argue for greater control and coordination of community colleges, along the lines suggested by Berdahl's progression into stage 4. Determination of the question will be resolved with respect to the recurring problems which the boards must confront in governing the community colleges.

The methods employed in this paper are inherently evaluative. First, the objectives of the state boards will be spelled out. Then, these objectives will be related to the board activities. Problems will be identified

in terms of how the board handles them: (1) routine problems that come before the board, for which a solution is a function of the board's policy-making capability, and (2) the "thorny" problems that come before the board time and time again, yet little is done with them. These latter are the basis for concern, lest the political and legal process supplant the educator's role in governing an educational system. With regard to these latter problems, recommendations for change in state board governance will be offered, so as to turn educational matters to the professionals in education as much as possible. Reasons for alteration will be founded upon available research into organizations, communication networks, and the politics of education.

With respect to the methodology of this paper, any state board could be assayed with an eye to improving its functioning for the sake of the local institutions and the citizenry. Moreover, it is not a foregone conclusion that changes in board activities are required. If environmental fluctuations in providing needed resources to the community colleges are met with proportionate adjustments in public support and commitment, and importantly, if the state governing agency is capable of settling its problems in a routine, efficient manner, the case of a consolidated governing board would be weak, not convincing. Although the progression theory predicts that, specifically, the Illinois community college system must eventually be governed by a consolidated board, the facts by no means may point in this

direction. Moreover, even assuming that the state is "prepared" for a consolidated board suggests little about the particular responsibilities the envisioned board should undertake. As Professor William Griffith has made plain, "every structure is the result of conscious effort to solve a problem in the past. Therefore, as the environment changes, the solution [as current structure] becomes less and less adequate." Griffith discerns that organizational structures must change and evolve to fit the problems that bespeak a changing environment. Accordingly, it is the recurring problems for which alteration in governance structure becomes the solution that will determine whether or not there should be a consolidated governing agency for the community colleges of Illinois.

An Overview of this Paper

Chapter 2 surveys the trend to establish community college state boards across the nation. With regard to the reasons state legislatures have set up these boards, a discussion of the beginnings of the Illinois Board of Higher Education (IBHE) and the Illinois Community College Board (ICCB, formerly known as the Illinois Junior College Board, IJCB), both of which oversee the community colleges, is presented. The objectives of these boards as enunciated in law are enumerated.

Chapter 3 describes the methods by which board objectives are related to board activities and policy decisions. Since it is generally recognized by educators that all boards, whether typed as "coordinating" or

"consolidated," must engage to some extent in coordination and control, both of these functions are used to categorize the topics for action or discussion at board meetings. Criteria of each function are identified so that greater precision is obtained in noting the problem areas. Then too, because coordination and control are regarded as variables, the study analyzes the relation between them.

Chapter 4 looks at the control and coordinating activities of both the ICCB and the IBHE with respect to the kind of problem with which this paper deals. Recurring problems, termed issues, are disclosed concerning (1) financing community colleges, (2) local college autonomy, (3) duplication of programs, (4) fragmentation of the system and (5) articulation. The manner in which these problems arise is identified and what the one or the other board does with respect to each problem is discussed.

Chapter 5 details an effort to determine how many of these problems have become political issues, i.e., debated among politicians. Legislative records are examined and comments by politicians are digested in light of the problems confronting the governance role of the ICCB and the IBHE.

Chapter 6 gives a closer look at the control and coordination variables to find out what these boards spend most of their time doing, given the knowledge of their histories and the problems before them. Inherent problems associated with the use of two boards are discussed.

Chapter 7 contains a series of contentions that summarize the findings of this study. It collates the ways in which the variables of control and coordination may be useful in depicting the problems before the boards.

In the course of this study, organizational structures composing the governance pattern are seen as the result of the government's attempt to handle problems. The perspective embodied in looking at board problems is brought into the discussion of state board governance as a means to organize the vast amount of data of board activities and topics of discussion between the years 1969 and 1975, the period under study.

FOOTNOTES

1. Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D.C.: American Council on Education, 1971), pp. 26-27. In this paper, a governing board has jurisdiction over a system of colleges. It performs both coordinating and coordinating functions, although it may do more of one than the other. To say a board is a coordinating board identifies its greater interest and concern in doing coordinating actions. These distinctions will be developed below.

2. Ibid., p. 27.

3. Thompson's organizational theory is used as a backdrop for a discussion of buffering. See James D. Thompson, Organizations in Action (New York: McGraw-Hill, 1967), chapter 2.

4. Berdahl, p. 231.

5. Ibid.

6. Lawrence Iannaccone, "State Government and Education," in Dick C. Rice and Powell E. Toth, eds., The Emerging Role of State Education Departments with Specific Implications for Divisions of Vocational-Technical Education (Columbus, Ohio: Ohio State University Press, 1967), pp. 124-125.

7. Ibid., p. 125.

8. Ibid.

9. Ibid., p. 128.

10. Ibid.

11. Ibid.

12. James L. Wattenbarger and Melvyn Sakaguchi, State Level Boards for Community Junior Colleges: Patterns of Control and Coordination (Gainesville, Florida: Institute of Higher Education, University of Florida, 1971), chapter 1.

13. Ibid., p. 17.

CHAPTER TWO

ILLINOIS AND COMMUNITY COLLEGE GOVERNANCE PATTERNS

CHAPTER TWO

ILLINOIS AND COMMUNITY COLLEGE GOVERNANCE PATTERNS

Only about 10% of the states have no state board to govern their community colleges.[1] Concerned over the rising costs of education and fearful lest there develop a stampede of students as the systems developed in the late '60s, state legislators have opted for establishing coordinating boards that would estimate the needs for the colleges and plan for orderly expansion. Establishing a state board has typically removed the legislature from handling the financial issues of this or that community college in the system. A professional staff of the board is hired to carry out board policies and directives. These persons are trained educators and thus can more readily understand the issues than the legislators, who oftimes became embroiled in squabbles over money and programs desired by the local colleges in the period prior to the advent of state board governance.

> There are several pervasive reasons for the development of these boards during the past 15 years, the period during which the majority were established. State legislators have realized that planning and coordination are essential if a state's educational and occupational needs are to be met, if equal educational opportunity beyond the high school regardless of home location is to be provided, and if the community college development in the state is to be orderly. There were legislators who envisioned such boards as being a mechanism whereby the

> increased costs of the curricular and building programs could be mitigated, the budget request could be trimmed, and efficiency could be brought to the community college system by eliminating duplicating programs. Perhaps the motivating force for the establishment of several of these boards was the desire of legislators to be relieved of responsibility for such complex matters as the establishment or expansion of new institutions, the allocation of funds to each college, and the appraisal of new programs.[2]

Accordingly, the creation of a state board has generally come about because of a need, recognized by the legislature, for greater efficiency in the operation and administration of community colleges statewide so as to control costs.

Despite a common cause for their existence, state boards are variously structured. The individual states have not alighted upon a single governing form for their boards. The vast majority are coordinating of Berdahl's stage 3 progression, but among these, variety in form is evident.[3]

Some Examples of State Board Governance of Community Colleges

In his book State Community College Systems: Their Role and Operation in Seven States, William Morsch critically summarizes the governance patterns around the country. The book offers examples of state boards.

California has set up an Office of Chancellor of Community Colleges. The Chancellor is to integrate community college education at the postsecondary level, provide leadership and direction for growth and development of community colleges within the system of higher education, including universities, and monitor the colleges' administrations.

A board of higher education does master planning for the community colleges as well as for the senior colleges. The Chancellor reports to the Board of Governors of the California Community Colleges, which is the coordinating agency of the 92 colleges in the system.[4]

Florida, Morsch observes, must eventually establish a coordinating board for all of higher education. The legislature has expressed concern about the direction in which community colleges are to go in the future and fears that the system may already be over-expanded. The functions of the state's coordinating board, State Junior College Council, are not spelled out in detail but aiding the colleges in performing research, Morsch notes, is a community college division of the State Board of Education.[5]

Michigan, of all the systems, appeared the most coordinated to Morsch. The community colleges in Michigan are vocationally-oriented; and needs for programs at local colleges are determined in relation to manpower trends.

> There is a strong consensus in the state offices that Michigan has moved further than other states in achieving coordination of vocational technical programs in high schools and their associated district community colleges.[6]

A state community college board coordinates the system, and the State Board of Education provides direction through its master planning.

New York emphasizes planning for program development in terms of manpower needs in the future, even as Michigan. Morsch says that one body is responsible for supervising all

community colleges and the senior colleges outside of New York City, the State University of New York, which also dispenses money to the colleges.

> Within SUNY, the state's public junior and community colleges and the two-year technical institutes are the specific responsibility of a Vice Chancellor for Two-Year Colleges.[7]

SUNY is not directly under the Board of Regents, that regulates elementary and secondary education in the state. However, Morsch claims that the Regents does help to shape policies of the community colleges by issuing research reports. Because of the lack of direct relationship between the Regents and SUNY, occupational training is not coordinated among the high schools with that of the community colleges, Morsch discovered.

Texas, like some of the others in the survey, uses a local tax structure to furnish partial support to the colleges, but the state contributes approximately 50% of the bill. An over-arching coordinating board synthesizes the programs of community colleges with those of the universities, although Morsch's explanation is vague on how this is done.

Washington set up a board to coordinate the 22 community colleges in the state. Another board has charge of the curricula in occupational areas but no management responsibilities. There is no "super-board" as in California or Illinois to plan for all of higher education. The state board offers information to the local colleges involved in assessing their own educational needs.

The above examples of state board governance illustrate the point made by Wattenbarger and others that state community college boards are essentially involved in planning and handling budget requests from the local institutions. Other activities are occurring: New York and possibly Texas are attempting to reduce duplication of programs among the institutions of higher learning. Texas is also trying to meld the programs at each level of instruction. Yet primarily, through state board governance effort is directed toward balancing the allocations of state money to the local colleges on the one hand, with the demands of rapidly growing systems of community colleges, on the other.

Illinois' Pattern of Community College Governance: a Historical Look

The general picture of state board governance provided in the previous section is a backdrop for looking specifically at the Illinois governance structure. When the Illinois Board of Higher Education (IBHE) was established in 1961, there were only 16 community colleges in the state. Joliet Junior College, the oldest public community college in the nation and 6 community colleges in the Chicago area administered through a citywide agency were among the 16.

A rise of public interest in going to college heralded the rapid expansion of the community college movement in Illinois. Just after World War II, in fact, the university walls were bulging with returning veterans, not all of whom

were sufficiently prepared for the rigors of academic studies. Morsch reports that the University of Illinois first contemplated branch campuses to handle the increased number of students, many of whom were vets, as early as 1947, when that university concluded that "it could handle only 16,000 of the expected 23,000 applicants that Fall."[8]

Then too, because the numbers were swelling at the public teachers colleges and Southern Illinois University, the legislature was being asked to expand the programs permitted at these institutions. Southern, which had been legally restricted in its programs by a 1943 law, asked the legislature in 1959 to permit it to offer an engineering degree. This university as well as University of Illinois wanted to establish branches to deal with the student explosion. Competition between the University of Illinois and Southern Illinois University became pronounced. Each was vying for increased appropriations for expansion. In a report, Gove and Floyd review the situation that existed.

> The 1940s and 1950s were marked mainly by competition between the University of Illinois (U of I) and Southern Illinois University (SIU) for programs and state funds. Both universities had powerful "patrons" who were the spokesman for their universities in the Illinois legislature.[9]

In addition to the competition between these two schools, the state's teacher colleges were demanding that programs other than that of training teachers be part of their educational mission.

Writing during the very early 1960s just prior to the formation of the IBHE, one commentator on the scene recognized the possible effect upon the legislature, if the several institutions continued to force the legislators to take sides on educational issues.

> A change in the higher education system that seems to be a virtual certainty is an increase in the number of institutions, branches thereof, and of junior colleges. These additions will be necessary to handle the anticipated increased enrollments in the next ten to fifteen years. Each of the existing units and each of the new units will be competing for state money. Collectively, they will present a large segment of government not under the usual day-by-day control and regulations of the state.[10]

The IBHE was created amid concern for equity among the schools.

Particularly as a check upon the prominence of the University of Illinois and Southern Illinois University, both of whom were contemplating expansion by means of creating branch campuses, but also in order to offer an alternative educational program to the academic, viz., vocational training, the newly created IBHE recommended in its first Master Plan report that a system of community colleges be established statewide. It was the feeling of educators that the community colleges would act as feeder institutions to the universities, each of which could concentrate upon expanding their senior level programs, including their graduate schools.

Phases II and III of the Master Plan, published in 1965 and 1971 respectively, contained a greater vision of a

fully conceived and integrated system of higher education. While the community colleges were to act as feeder institutions for the universities, the universities for their part would not expand their lower division offerings to accommodate more students at this level. Two new universities, upper division only, were conceived, Sangamon State University and Governors State, to handle the anticipated flow of students from the community colleges. The plan was worked into policy under the IBHE's director, James Holderman. The "only problem" once the plan was put into action was that the two new universities opened their doors as a severe student crunch hit the established universities. That is, a sharp decline in students, possibly due to the combined effect of a recession, many more community colleges in existence, and a drop in interest in university education, hit the academic marketplaces at about the time these two new universities were opened for business. Since then, the community colleges have not proven to be feeder institutions. Just about as many students transfer from four-year colleges into the commuter schools.

> Surprisingly, almost as many students transfer to two-year schools from four-year schools as in the reverse direction. Of 29,685 transfers included in a recent survey, 4,054 had transferred from public four-year schools into a community college, whereas 4,680 were transfers in the other direction.[11]

Both Governors State University and Sangamon have altered their primary mission of serving students from community colleges. Sangamon is currently experimenting with offering

upper level courses at community colleges at Illinois Central College, and Governors State has turned to offering innovative educational programs, e.g., individualized instruction.

Thus, the IBHE's plans for higher education, based upon the prospect of ever-increasing enrollments and expanding institutions, have needed overhaul, sending the universities under IBHE jurisdiction scrambling for direction. Meanwhile, the ICCB has continued to develop a system of community colleges, so that today there are 48 campuses in 39 college districts.

Enabling Legislation of State Board Governance in Illinois

Governance Structure

The objectives for each board have been written into law as tasks of state board governance. By doing the prescribed actions, these governing boards, the IBHE and the ICCB, are expected to handle the problems associated with expansion and with competition among the community colleges.

Illinois uses a two-tier system of higher education governance. The ICCB along with 4 university boards report to the IBHE, the overarching state board. The four university systems are University of Illinois Board of Trustees, the Board of Regents (Northern Illinois University, Illinois State University and Sangamon State University), Southern Illinois University Board of Trustees, and the Board of

Governors (Chicago State College, Governors State University, Western Illinois University, Eastern Illinois University and Northeastern Illinois University). Commenting upon the Illinois pattern, Berdahl examines the reasons leading to its existence.

> To achieve flexibility and yet maintain diversity within order, the Illinois coordinating board [i.e., the IBHE] proposed the . . . "system of systems." Diversity and order are achieved through the efforts of each system, under the direction of its central governing board, to realize its own particular purposes rather than merely trying to emulate the University of Illinois; flexibility is achieved as the possibility of basic change [in a system under the IBHE] is not dismissed out of hand.[12]

That the ICCB has direct responsibility for community college governance implies the IBHE's influence upon the local colleges is indirect. As one might imagine, the IBHE must see higher education as a whole, of which one structure is the community colleges.

Board Duties and Responsibilities

Nevertheless, both boards, IBHE and ICCB, are by law mandated to perform some of the same activities for the colleges. These are budgeting, planning, handling problems, conducting feasibility studies, approving new units of instruction, acting as federal fund designate, and evaluating programs. It should be noted in passing that the overlapping of functions concept is not peculiar to community college governance. It exists with respect to the other boards under the IBHE, too; and probably in other areas of state government.[13] The concept implies that agencies with

the same function must approve of a proposal or plan if it is to be implemented.

Budgeting. The law specifies that the ICCB must present its budget proposal for capital and operating expenditures by November 15th to the IBHE. Then, the IBHE is to synthesize its proposal with all other budgets for higher education, i.e., with the other 4 governing boards' budgets and make its own recommendations to the legislature and the Governor, typically by February. In the ICCB act, a section entitles the community colleges to receive flat grant apportionment at a specified amount per credit hour per semester based on student enrollments at mid-term.[14] The provision limits apportionment to courses that are ICCB approved, leading to a degree or certificate and not funded by any other source above 50%. The section ends with a statement of equity should the legislature be unable to fund at the specified amount: "if the amount appropriated for this purpose is less than the amount required under this Act, the grants for each district shall be proportionately reduced." The flat grant rate does not necessarily take into consideration the budget recommendations of the IBHE for the year, so that the force of this provision is to assure equity in distributing the available allotment of money among the community colleges.

The statutes do not promise a level of state participation for community college education. On the other hand,

the community college is restricted from charging over one-third the cost of a student's education in tuition fees.[15] Concerning construction budget requests, Illinois will pay 75% of new building costs for permanent edifices.

Planning. Both boards are extended the right to plan, but the IBHE alone is in charge of developing current stages of the state's Master Plan for higher education.[16] The law includes in the activity of master planning the goals--to anticipate expansion, to foster "integration, coordination, and efficient utilization of the facilities, curricula and standards of higher education." The ICCB, in contrast, is "to provide for statewide planning for community colleges as institutions of higher education."[17] While the latter board is apparently to keep community colleges going by anticipating their needs, the former board through planning is to make the institutions efficient.

Handling problems in higher education. Each board is to be concerned with the problems of the system it is coordinating. Section 191 identifies problem solving as one of the functions in master planning, but Section 102-12 ties the ICCB's endeavor to working with the local colleges on any "problem of community college education."

Conducting feasibility studies. To determine whether a new community college should be erected, the ICCB is to make a study.[18] The IBHE is expected to conduct such

surveys as are necessary to decide between competing requests for programs, particularly in the expensive health programs.

> The Board shall conduct a comprehensive study to determine the need and requirements in this State for additional higher educational programs in the health professions of medicine, dentistry and related fields.[19]

The section is entitled "Study of need and requirements for additional higher educational programs" and seemingly, should have wider application than to the health and dental programs alone.

Approving new units of instruction. No new branch or new program can be offered by a community college receiving state money without prior approval by both boards.[20]

Acting as federal fund designate. In order to facilitate the disbursement of federal monies, some one state agency must be designated. In Illinois, there are two such agencies, at least.[21]

Evaluating programs. The IBHE is permitted to evaluate programs at any institution of higher learning, including those of a community college. Thereupon, it can "advise the appropriate board of control if the contribution of each program is not educationally and economically justified."[22] Cost-effectiveness criteria are appropos of the evaluative process.

For its part, the ICCB can evaluate programs in granting recognition to a college. In order to receive state

money, a college must meet the standards for operation and curriculum set forth by the ICCB.[23]

Additional Duties and Responsibilities

The following are duties and responsibilities in state board governance reserved to either the IBHE or the ICCB, but not both.

Developing articulation procedures. The ICCB must articulate with four-year colleges to permit free access from the community college to the university. The Board must also seek cooperation among the community colleges to facilitate transfer from one community college to another.[24]

Setting minimal operational standards. The ICCB is empowered to determine the standards for buildings, curricula, and administration of "locally initiated and administered comprehensive community colleges."[25] The law is not precise about what these standards are or where they originate, but a college "deemed inadequate for the maintenance . . . of a community college offering" could be in jeopardy of losing state funding for that offering.[26]

Setting minimum admission standards. To the IBHE goes the prerogative to determine admission standards for the whole of higher education. Just how it would go about doing this is unclear in the statute and presumably lies within the purview of this Board to decide.[27]

Setting charges for extension and adult education courses and for public services. The IBHE can specify tuition changes for adult education courses for all institutions of higher education.[28]

By and large, the greater number of powers and duties are shared or doubled; and it is for the boards to arrange for harmonious effort in the performance of seemingly identical function. For instance, it makes sense that first the ICCB should develop an overall budget appropriation request for the legislature prior to the IBHE's recommending. Neither board actually devises a budget for the system, since the local colleges have their own budget requests to bring to the state boards. Obviously, each board has its own particular perspective from which action proceeds--the IBHE concerned about higher education as a whole; the ICCB expressly interested in preserving the integrity of the community college movement in the state.

Not only is there an apparent duplication of the charge given to each board, but each board is granted an opportunity to bring its positions and plans before the state legislature for discussion and action. The law specifically states that the ICCB shall submit a biennial report (when the budget was put together biennially) and "shall submit recommendations for such legislation as it deems necessary."[29] Of course, the IBHE is permitted access to the legislature as well.

The ICCB as a Local Board

Although the ICCB is a coordinating board with respect to the community college system, it is also a local operating board for State Community College (SCC) of East St. Louis. At the close of each meeting, the ICCB acts as that local governing board. Established originally by SIU as a branch, SCC was given over to the ICCB when SIU opened its large campus, SIU-Edwardsville. SCC by law must emphasize vocational training programs, yet it is also described as an experimental college.[30] It is uncertain the extent to which the city of East St. Louis can support a community college; and concern over this has probably been shared by the legislators who suggest that the school could function in the area as a local vocational high school. "The State Board may contract with common school districts within the experimental district to furnish vocational and technical training to pupils in the 11th and 12th grades in the schools of those districts." SCC governance is outside the scope of this paper.

Composition of the Boards

The IBHE is composed of 17 members, 10 of whom are appointed by the Governor with the Senate's advice and consent. Five others are the chairmen (or, their delegates) of the various boards directly under the IBHE. Another member, the Superintendent of the Illinois Office of Education represents the public school system. A nonvoting

student, selected by an advisory group, also sits on the board.

An appointee's tenure is six years except for the nonvoting student, who serves for one year only. The 10 appointees are lay people in the field of higher education. Members of the board receive no compensation but are reimbursed for their expenses related to board business. In the law, frequency of the board meetings is left up to the board, although it is the practice for the IBHE to meet monthly except for August. The IBHE employs a professional staff to perform the administrative tasks of the Board.

The tenure of appointees and meeting schedule of the IBHE is that of the ICCB, too. The latter 10 member board is made up only of 8 lay people appointed by the Governor with the Senate's approval. Qualifications for the appointees include that each be a resident of Illinois, interested in the problems of community colleges, and not "actively engaged in education as a profession or hold current membership on a . . . board of trustees of a public or nonpublic college . . ."[31] These people are to be astute spectators to the scene of community college education, evidently. There is a student nonvoting member appointed similarly by means of an advisory committee to the ICCB; and the Superintendent of the Office of Education also is a member.

State Board Governance at Level 3 of Berdahl's Progression: Coordinating Boards

Primarily, both boards are coordinating. That is to say, their functions are not sufficient for thinking them to be consolidated boards. The ICCB's power to grant recognition, for example, though it appears sweeping, does not grant the board the right of determining requirements that any particular college requesting state funds will meet but only requirements that all colleges will meet. The board would be hard-pressed to justify a refusal to grant funds on this basis, seemingly.

Then too, the ICCB is not empowered to district, to establish budget restrictions upon the local institutions, or upon any one of these, to close an institution down, nor to transfer faculty within the system. Moreover, as a practical matter, the ICCB staff would have to be enlarged to monitor the system thoroughly. So, the ICCB cannot qualify as a consolidated board.

The IBHE, since it does not set budget priorities for all colleges in any clear fashion, since it cannot close institutions nor restrict or curtail programs, seems to fall short of being a consolidated board, too. The law appears to be coping with only two problems: expansion and competition for state money among the universities and colleges. In terms of these two issues, the IBHE has been authorized to act on the state's behalf, although some other considerations have figured into the list of powers bestowed upon this board.

Summary of this Chapter

Rapid expansion of colleges and universities due to increased enrollments after World War II has led to the rise of state level coordinating boards across the nation. While increasing state commitment to higher education, state legislatures are demanding greater efficiency as the means to control expenditures.

In Illinois, the IBHE has been given overall responsibility to coordinate institutions of postsecondary education. By the IBHE's delegating to the ICCB the task of developing a community college system in 1965, the major universities were effectively prevented from growing unwieldly; and the smaller colleges, recently transformed into universities, were provided the opportunity to increase their programs and enrollments. In this way, the IBHE has tried to maintain a balance of power among all institutions in higher education.

But the relationship between the IBHE and the ICCB is not spelled out in the statutes. On the one hand, the ICCB appears as a miniature replica of its parent board, the IBHE. Given 7 areas of responsibility that are those also of the IBHE, the ICCB is in important respects duplicating effort. On the other hand, the ICCB's domain of activities is confined to governing community colleges, so that its perspective is significantly narrowed by its interests.

FOOTNOTES

1. As noted also in Chapter 1, the literature is filled with terminological problems, because authors use terms seemingly as they please. In this paper, "governance" refers to what any state board does. How the board achieves its primary role of governing shall be looked upon in terms of its actions regarded as either coordinating or controlling. A board which governs primarily by coordinating is regarded as a coordinating board, but a board with greater controlling functions will be deemed a consolidated board, one kind of which actually operates the local colleges. The distinction between coordinating board and consolidated board is merely relative, since prima facie any governing board is performing both functions.

2. James L. Wattenbarger and Jeffrey A. Stuckman, "Coordination within the State System" Junior College Journal, volume 41, no. 6, March 1974, p. 43.

3. As coordinating agencies, these boards serve their colleges by approaching the state legislatures with budgetary requests based on local enrollment figures and local college needs. But as will be noted, they do not appear to control what happens on the campuses of the community colleges within their systems.

4. William Morsch, State Community College Systems: Their Role and Operation in Seven States (New York: Praeger, 1971), pp. 32-34.

5. Ibid., pp. 46 and 55.

6. Ibid., p. 95.

7. Ibid., p. 103.

8. Morsch, p. 68.

9. Samuel K. Gove and Carol Everly Floyd, "Illinois," AAUP Bulletin, vol. 59, no. 3, September 1973, p. 287.

10. Gilbert Steiner, Public Higher Education in Illinois (Springfield, Illinois: Illinois Joint Council on Higher Education, 1961), p. 126.

11. Morsch, pp. 71-72.

12. Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D.C.: American Council on Education, 1971), p. 151.

13. It would be interesting indeed to study the governance pattern of the other boards under the IBHE with respect to the IBHE. This author asked staff members of the IBHE whether such studies have been reported. They knew of none.

14. Illinois statutes, 1970, as revised 1973, chapter 122, section 102-16. All references to Illinois law will simply note chapter and section, henceforth.

15. Chapter 122, section 13-16.

16. Chapter 144, section 186.

17. Chapter 122, section 102-12a.

18. Chapter 122, section 102-12b.

19. Chapter 144, section 186.1.
20. Chapter 144, section 187 and Chapter 122, section 102-12g.
21. Chapter 144, section 189i and Chapter 122, section 102-12d.
22. Chapter 144, section 187.
23. Chapter 122, section 102-15.
24. Chapter 122, section 102-11.
25. Chapter 122, section 102-12a.
26. Chapter 122, section 102-12f.
27. Chapter 144, section 189g.
28. Chapter 144, section 189f.
29. Chapter 122, section 102-10.
30. Chapter 122, section 12.1.
31. Chapter 122, section 102-2.

CHAPTER THREE

COORDINATION AND CONTROL FUNCTIONS OF THE BOARDS

CHAPTER THREE

COORDINATION AND CONTROL FUNCTIONS OF THE BOARDS

By examining the origins and duties of the IBHE and the ICCB, reasons were provided to understand the "drive" to state board governance in Illinois. There had been problems in developing the colleges and universities for which the legislature developed specialized governmental structures, i.e., state coordinating boards. As brought out in Chapter Two, these structures establish a measure of control and coordination of the colleges under their jurisdiction.

Nevertheless, neither the enabling legislation nor the problems which led to having boards suggest how much coordinating and controlling a coordinating board does. The duties and powers enumerated by law do not inform whether each is an aspect of one function or the other. For instance, the law does not say whether setting admissions policies is coordinating or controlling. To find out how much either board engages in these functions implies that board activities must be categorized as one or the other functions, if possible, but not both. Complicating categorization is the possibility that a state board may do other

than the law provides or than the problems which led to its existence demand for solution. Commenting on the added feature of state board license, Berdahl claims,

> It is widely recognized that a power which exists in law may not, for a variety of reasons, be exercised; conversely, powers which do not exist in law may be exercised by other means. The failure to exercise existing powers may be traced to factors operating from either the political or the educational side.[1]

Berdahl contends that de facto powers can be asserted for a time and that some powers bestowed upon the boards cannot be used because of political or educational pressures. It seems important to pay close attention to what boards do in order to know the level of control and coordination they are functioning at.

What are the Functions of Coordination and Control?

In order to determine what actions of these boards are controlling, which coordinating, Thompson's book on organizations, Organizations in Action, is helpful. Coordination according to Thompson occurs in a situation of interdependence of organizational departments or indeed, of organizations, to bring about harmonious action. Coordination is intended to reduce the costs of running any particular unit. Methods by which coordination is achieved, Thompson says, include coordination by standardization.

> This involves the establishment of routines or rules which constrain action of each unit or position into paths consistent with those taken by others in the interdependent relationship.[2]

These rules should permit each unit to grow and expand on its own, so long as its actions do not hurt nor impede the growth of other units in the system.

Coordination by plan occurs when the planning can be adjusted to meet varying conditions of an environment in flux, Thompson maintains. On the other hand, coordination by mutual adjustment relies on a well-developed and frequently used communications network among the departments or units to permit a unit to make its decisions with adequate knowledge of what the others are doing.

For Thompson, all types of coordination are related to the interdependence of units within an organizational schemata. The idea for the concept is related to a need for facilitating activities of a unit in such a way as to provide assurance that these activities will not adversely affect what some other unit is doing. Coordination permits a sharing of understanding and should enable one unit to benefit from the experiences of another.

Control, on the other hand, is closely related to asserting power. While discounting the pyramid notion of an organization, whereby one person at the top wields power as he wills, Thompson nonetheless contends that control from the top echelon (in this case a state governing board) is exercised by being able to "manipulate decision premises," i.e., implementing policies and procedures for the entire system.[3] The managers on high are able to enunciate the

guidelines or "premises" which those in positions beneath must adhere to when making decisions.

> Decision issues always involve two major dimensions:
> (1) beliefs about cause/effect relations and
> (2) preferences regarding possible outcomes.[4]

The "dominant coalition" of an organization, i.e., the individuals in powerful positions, lay out these beliefs and guidelines for the lower echelon to follow.

In Thompson's theory, the functions of coordination and control are examined with regard to an organization, but there is no apparent reason to delimit the understanding he provides to organizations alone. The analysis Thompson offers differs from a traditional view that suggests coordination is a weak form of control. It also differs from the typical analysis of coordination of state boards, according to which the boards are primarily responsible for buffering against a horde of educational institutions, each competing for funds.[5]

However, Thompson's analysis of these two concepts fits in with the Carnegie Commission's dichotomy between public control of an educational institution and its earned independence. The Commission approached control by asking the question, how far should an educational institution be controlled? While desirous to preserve a "reasonable degree of independence from state and federal control" the Commission acknowledged that state board control in inevitable. It defined "control" in terms of the sanctions a board can

impose for noncompliance to its rules and regulations.

> The control of a state board is determined by the sanctions it can impose for non-compliance by institutions, other boards.[6]

When the Commission attempted to dissect the issue of how much control a state board should have, it discovered that there was need to preserve institutional initiative from undue restraint in order to promote innovation and educational change.

> The problem of innovation is a particularly difficult one. A public interest does exist in the adaptation of higher education to social needs, as in the case of the land-grant movement.[7]

While higher education cannot be free from external restraints, which may be imposed by a board on behalf of the public, the Commission reasoned,

> But innovations will not work well unless there is acceptance of them by those who will be responsible for their actual introduction and operation. Thus cooperative effort is a better mechanism than executive or legislative order, although these may occasionally be required.[8]

The Carnegie Commission appeared to favor at least some control of higher education to promote the public interest. The state boards should assure the rightful expenditure of the public's money, but should not interfere with a natural, even spontaneous, acceptance of change and innovation in educating.

The Carnegie Commission also urged that whatever control activities boards pursue should allow for a "reasonable independence" of the colleges from board control.[9] Activities that boards can rightfully engage in, which

acknowledge an institution's integrity, are according to the Commission in the areas of auditing (post-audits are recommended), appropriating funds to institutions, and setting general policies regulating the operations and growth of the institutions. Topics they affirmed to be appropriate for board governance were taken in this study to be elements of control, inasmuch as these topics pertain to constricting the power and authority of the colleges to uniform managerial patterns established by the governing agencies. Thus, the control variable in this study can be looked upon as seeing to it that the local institutions measure up to the policies established by the governing boards and the legislature on behalf of the public.

To the Commission, a state board is viewed as an agency of quality control over the colleges, whereby the education offered by each college is evaluated in relation to the admissions policy that permits students into the school and to placement of the college's graduates upon exit. The faculty and programs must pass the inspection of the board, too. Through studies and reports, the state board may be in position to certify that the colleges are maintaining programs of quality to persons able to benefit from the education. The Commission presented a series of control factors they believe are important for maintaining the quality of an educational system.[10] Their list has been adapted to state board governance and to community college education and in this study, appears as the criteria of control.

Criteria of Control

1. Seeing to it that community colleges are obeying the laws and maintaining freedom from political or community pressures.

2. Issuing accountability reports in matters of public interest and concern.

3. Hearing cases of alleged denial of rights and of unfair practices at the individual colleges.

4. Assuring that appropriations for community colleges are based on quantity and quality of students and graduates.

5. Auditing community college business operations.

6. Assuring that capital requests for funding building projects meet general requirements and guidelines.

7. Establishing general policies for student admission to community college programs.

8. Establishing policies or procedures for differentiating the board's functions from other boards or agencies, or for regulating its own functions.

9. Regulating the growth rate and size of campuses, the rate of expansion or contraction of community college programs.

10. Approving new programs of community colleges, new endeavors in education and definition of their scope.

The Commission left to the colleges functions of campus management. According to the Report, each college should determine how to spend monies received, should decide what curricular areas to expand in; and assess its own building needs. Its autonomy is derived from its administration. Activities that will preserve each institution's autonomy are identified in the Report as those leading to "earned independence."[11] This particular list can be adapted to the coordination variable, since a state board could be supportive and encouraging of the actions any

college performs to protect its own integrity. The support which a board could offer a community college appears to go far beyond mere planning. The following is a set of activities that state boards could do to support each college's effort to remain autonomous. The list is an extension of the Carnegie Commission's concerning a college's achieving earned independence.

Criteria of Coordination

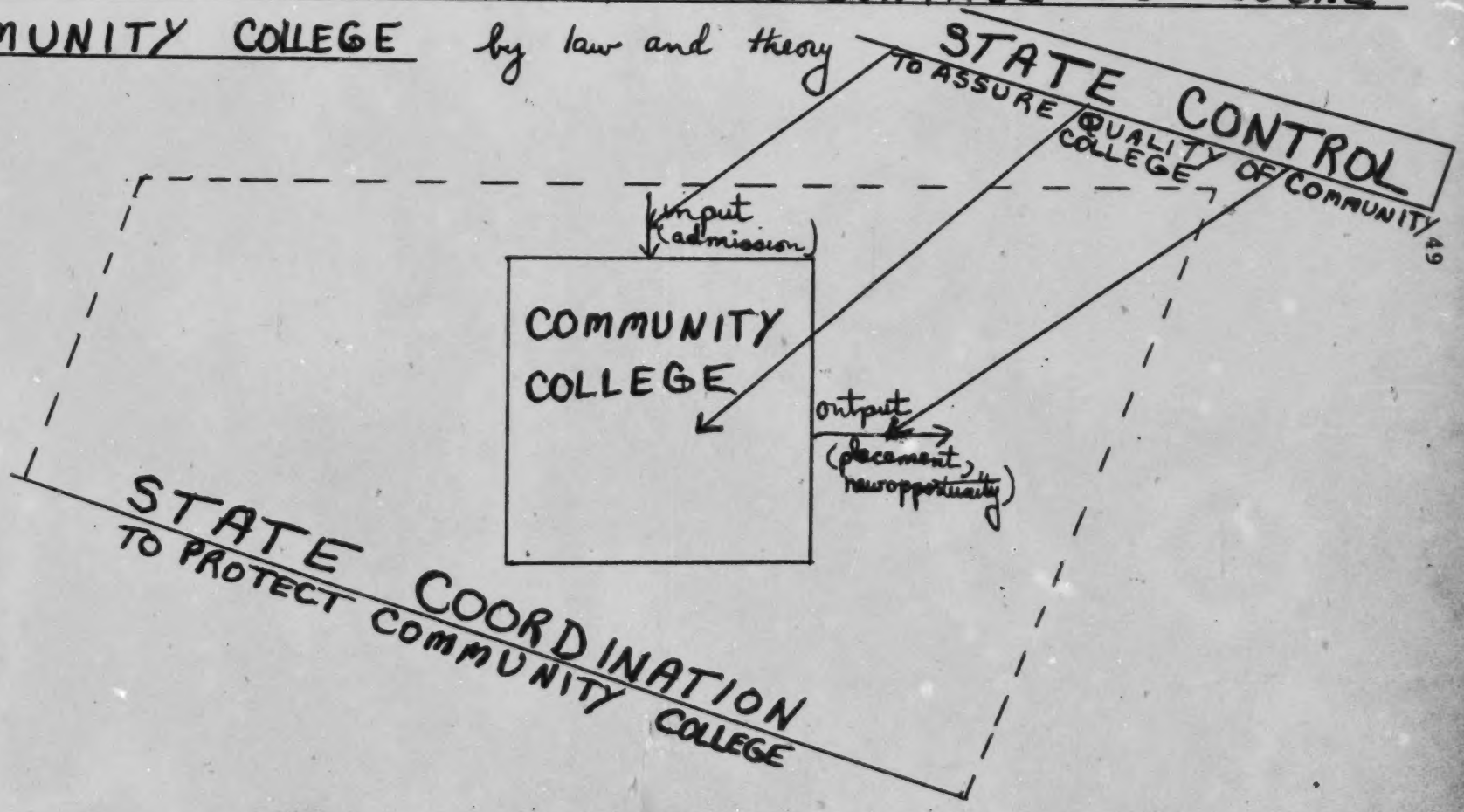
1. Making provision that every community college in the system can perform at a high level of quality functions that are important to the people in the larger society.
2. Encouraging the local community college to demonstrate its capacity for effective self-governance.
3. Offering means to every community college to make effective use of the resources available to it, or providing state board resources to particular community colleges.
4. Disseminating full and honest explanations to the public in general and to the legislators and elected administrators, justifying particular requests for public support, such requests reflecting important needs at the local level, or permitting such justification at its board meetings.

For purposes of coordination, the state board should assure the colleges in the system that the actions of one college will not prove detrimental nor harmful to the others in the group.

By means of the accompanying model Figure 3-1 (p. 49) the relations between control and coordination at the state level are delineated.

FIGURE 3-1

RELATIONSHIP OF COORDINATION AND CONTROL TO LOCAL COMMUNITY COLLEGE by law and theory



Procedure to Study Coordination and Control of the Community College Governing Boards, IBHE and ICCB

In order to ascertain the level of coordination and control, topics pertaining to one or the other were separated out from among the items taken up at board meetings of the IBHE and the ICCB from 1969 to mid-1975. Such items must also be topically related to community colleges in the state of Illinois. Topics at board meetings dealing with community colleges were initially recorded, then categorized if possible under one of the headings of control or coordination but not both. Not all board items could be subsumed under one of these. For purposes of summary, each topic that could be was placed in some one factor of either control or coordination. Topics categorized into a factor were clumped as much as possible into a sub-factor heading in order to preserve as much of the raw data as is feasible. No topic was counted twice per board meeting grouped under the same sub-factor, but could be under the same factor.

The procedure boils down to this. (1) A topic pertaining to community colleges was recorded from board minutes.[12] (2) The topic was identified as pertaining to either coordination or control according to the general understanding of each provided in the beginning section of this chapter. (3) The topic was further analyzed according to the criteria of each variable listed above. It was anticipated that every topic identified as pertaining to

either coordination or control could also be subsumed under one of the variable's headings. (4) In identifying topics in the factors of coordination and control, it was further thought that a number of topics could be additionally clumped together under a sub-factor heading. (5) No topic placed in a sub-factor heading could be counted more than once per board meeting. (6) Every topic was counted once per meeting in which it was discussed or brought up. Attention was paid to distinguishing topical discussion from informational items. Topics pertaining to the governance of the State Community College at East St. Louis were avoided in the counting when the ICCB met as its governing board.

Since the two boards are regarded as coordinating primarily, it was predicted that a substantial percentage of each board's activities would be classified under coordination, although there was no prior indication as to the relative percentage between coordination and control that would be likely. Intuitively, it seemed that more than the relative percentage of 50% should be a minimal of coordination as contrasted with the control that a coordinating board should be engaged in.

Procedure to Study Problems in State Board Governance of Community Colleges

Using the Carnegie Commission's Report as adapted not only permits a study of the relation between coordination and control but leads to identifying the problem areas in state board governance. To do the latter, it must be assumed

(a) that the boards although established to cope with specific problems, will perform actions which may go beyond those initially envisioned as sufficient for problem-solving, (b) that the Carnegie Commission's Report is capable of identifying a range of activities appropriate to state board governance in regard to which the boards are encountering an unusual degree of difficulty, (c) that the recurring problems will be a function of board activities in one or another area of coordination and control, and (d) that by viewing these problems in a category of coordination or control, a clearer indication will be given as to what, if any, needs to be done to improve governance efficiency.

The procedure for unearthing the problems of state board governance (which might end up in the lap of the legislature if permitted to fester) is, then, the following: (1) A topic that has come before a particular board upon several occasions was identified as a recurring problem whenever no policy or guideline was capable of diminishing discussion pertaining to resolving some difficulty with respect to the topic. (2) All such topics were examined to determine whether some might be reasonably placed together under a common heading, labelled "an issue," i.e., a recurring problem.

Advantage to this procedure lies in its openness to the prospect that the boards might need to do more in the area of coordination than they are presently doing, rather than in the area of control. The progression theorists of Chapter One imply that boards must do more

controlling in the future, without really examining if there is need to do so. In any case, the challenge at this juncture is to present the problems within areas of coordination and control with respect to the IBHE and the ICCB. Then, if some problems appear to warrant greater state agency effort, a case can be advanced for more centralized control.

FOOTNOTES

1. Robert O. Berdahl, Statewide Coordination of Higher Education (Washington, D.C.: American Council on Education, 1971), p. 24.

2. James D. Thompson, Organizations in Action (New York: McGraw-Hill, 1967), p. 56.

3. Ibid., p. 133.

4. Ibid., p. 134.

5. See Sam P. Harris, State Departments of Education, State Boards of Education, and Chief State School Officers (Washington, D.C.: U.S. Government Printing Office, 1973), chapter 5, for a typical statement of this position. The position was depicted in Chapter 2 of this paper with respect to the survey of Wattenbarger.

6. Carnegie Commission on Higher Education, Governance of Higher Education: Six Priority Problems (New York: McGraw-Hill, 1973), p. 11.

7. Ibid., p. 27.

8. Ibid., p. 28.

9. Ibid., p. 23.

10. Ibid., pp. 25-29.

11. Ibid., pp. 24-25.

12. With respect to IBHE minutes, any recorded discussion in which community colleges were brought up was treated as a "topic" of community college education.

CHAPTER FOUR

GOVERNANCE ISSUES BEFORE THE BOARDS

CHAPTER FOUR

GOVERNANCE ISSUES BEFORE THE BOARDS

A "recurring problem" has been said to be a topic that comes before a board for which solutions are not readily available. Any such problem may appear in more than one area of coordination or control. To indicate the special character of this problem, the word "issue" shall be henceforth applied. Its deployment is in keeping with a common understanding that whenever an issue is present, there is a problem debated with respect to which any solution is controversial.

Issue 1: Financing Community Colleges

In the area of appropriating state funds, the IBHE tends to cut budget requests. Each spring, the boards under the IBHE pass in line to ask for a larger recommendation.

The community colleges in Illinois, after a dramatic initial rise in students have settled down to a steady annual growth of between 4 and 10 percent. Student full time equivalency (FTE) enrollment has risen from approximately 90,000 in FY 1971 to about 156,000 for FY 1976, an increase over 70%. This has been accompanied by an

increment in state funding from $91 million in FY '71 to about $142 million or so projected for FY '76, a gain of 45%.

An argument for additional money frequently employed by the ICCB is based on equity among the systems of higher education. To the ICCB, the community colleges have been treated as second class citizens in the ship of higher education. For instance, in 1973, Mr. Brune, who has served for some years on the ICCB and was its chairman in 1975, presented the case for increasing the ICCB budget recommendation. His speech is quoted in the minutes of February 6, 1973 of the IBHE.

> Mr. Brune said that the Illinois Junior College Board believes in priorities, reallocations, productivity, etc., which were alluded to today in points made by the chairman and others of the Board, and they are well taken but said that he felt the IJCB would be remiss in their duties if they did not point out the serious problems facing junior colleges in Illinois today. Mr. Brune then mentioned that the staff of the Illinois Junior College Board has continually been given new statutory duties and they cannot carry out these statutory requirements unless provided with sufficient funds to do so, adding that they cannot do the job without sufficient staff . . . He said also that he wished to mention funding for the Illinois junior colleges which are now operating on a "shoe string." . . . Mr. Brune said "It is time to take our Illinois junior colleges off the starvation diet which sees them receiving only $1 for every $5 for the State's senior institutions."[1]

The IBHE can effectively cut the budget of the ICCB by recommending less than requested. Over the years, the ICCB budget has been slashed by about 10%, a figure this author received from Mr. James Howard of the ICCB staff and mentioned by other staff, too.

The ICCB has supported the local institutions' stand that the state should pay at least 50% of the cost to operate each of the state's 38 colleges with 49 campuses. In dispute between them is whether the 50% should include the state's contribution to the employees' retirement fund, which is not actually an operating expense. Since the state legislature is committed to funding the retirement system on the basis of user's demand, i.e., to pay its contribution upon demand of the retired, money has not been set aside. The colleges have argued for additional funds to reach the 50% level, excluding retirement payments.

If the desired FY level is not achieved through the IBHE recommending process, the ICCB can approach the legislature itself. In 1973, the legislature granted an additional appropriation to that passed; and community colleges are hoping that the legislature will again pass a deficiency measure for FY 76.[2]

In the 1973 instance, the IBHE decreased its original recommendation for vocational grants by $600,000 and eliminated public service grants. Commenting on the cut, the ICCB pointed out that occupational education is essential to its mission.

> First of all, we would like to add $600,000 to the $2,100,000 recommended for differential funding for vocational/technical courses. This would increase the differential for these courses to $4.50. There is no higher priority task we have in the community colleges . . . If a differential of only $3.50 is approved, as recommended by the [IBHE] staff, the State will actually be cutting its support of vocational education in our junior colleges . . . even though everyone agrees this

> is our Number 1 priority task. We believe our proposal here is sound.[3]

In the eyes of the ICCB, the IBHE did not recognize the significance of their recommendation upon the community colleges.

The ICCB further charged the IBHE with favoritism to the State's universities.

> Percentagewise, the reductions proposed on April 3 were larger for the community colleges than were the recommended reductions for the public universities based on the total budget previously approved by the IBHE.[4]

Interestingly, the ICCB did not claim that state funding would fall below a certain percentage, e.g., 40% or 50%. Its major concerns appeared to be (1) the maintenance of its own categorical priorities and (2) equity.

An administrative concern also was brought up in its request for restoration of funds. It wanted to develop a computer bank of information on the local colleges' programs.

> . . . as various legislative committees and state agencies emphasized so well, our community college system is in urgent need of a sound, statewide management information system . . . a system that will allow us to gather statistics, to measure the effectiveness of and to see that our tax dollars are spent as wisely as possible.[5]

The Board wanted money to adequately monitor the system.

Ultimately, the IBHE's April cut of its own February recommendation was overridden by action of the legislature and the Governor. Appendix A of the July, 1973 ICCB minutes contain the astounding figures. The Assembly actually approved $18.50 for the flat rate grant as compared to the $18 figure of the February IBHE recommendation. The

Governor sliced it to $17.61, still higher than the April IBHE figure by about $380,000. Whereas the ICCB "agreed" in February, 1973 to $2.7 million for Voc-Tech, they got $3 million. Though the ICCB would have settled for $400,000 in public service money, it received $750,000--an item the IBHE had eliminated altogether. Another $400,000 was added to the category of Disadvantaged student grants. Governor Walker lowered the legislature's appropriations in but two major categories of funding, Flat Rate grants and expenditures for the State Community College both in operations and equipment. In the process the ICCB gained $2.7 over its IBHE recommended budget of February, and got nearly $7 million over what the IBHE was proposing in April.

Then for FY 75, the ICCB requested $88.9 million, which the IBHE cut to $80.1, but by year's end, the ICCB received $95.4 million--$6.5 million over its own request.[6] The expenditure figure is $15 million or 15% above what the IBHE's adjusted budget recommendation of February, 1974 was.

Not only do the two boards appear to disagree over the level of funding community colleges, but they disagree over the formulas by which the FY budget or recommendation is arrived at. The ICCB upholds the present policy of funding per credit hour per student, as grades K-12 are essentially funded. In talking with Dr. William Kelley on the staff of the IBHE, this author received the impression that the IBHE prefers line item budgets and certainly regards the ICCB funding by student enrollments an anomoly

for boards under the IBHE in higher education. No other board is so funded.

The area where disagreement over formulas is clearly visible is state allocations for construction. The IBHE emphasizes program priorities as a means to settle which construction projects should be financed by the state at this time. For example, although its staff was initially uncertain about a new second campus for Harper College, they subsequently noted a potential to provide the area with needed education. As a philosophy by which to evaluate requests for expansion, the staff enunciated the principle:

> Thus, questions of campus expansion should be made in terms of access to educational opportunity, community and state program needs, economic and physical restraints existing in the area, and the effectiveness of the particular administration, faculty, and community as it may be impacted by alternatives.[7]

The IBHE further claimed that the second site will offer "useful access to post-secondary education in the future" to those who might otherwise not attend. In sum, the Board appears to utilize some version of a formula based on area accessibility to higher education and state and community needs for the education.

The ICCB approves requests based on full time equivalency (FTE) enrollment figures, not necessarily tied to the type of program for which the space is intended. That is, simply with regard to the number of students served, a college can justify its request for additional building footage, whether these students are taking biology

or physical education or history. In the early 1970s, the ICCB affirmed a $30 per square foot cost for building, but today the figure is close to double that. In determining the amount of building space the community college is entitled, the following formula is used:

Formula for construction based on students served

1. Amount of space each full-time day (or, evening) student is entitled.
2. Number of FTEs day (or, evening)
3. Building cost per foot permitted by ICCB

   1 x 2 = amount of space permitted x 3 = amount of money project should cost

For certain vocational programs, i.e., ones employing heavy equipment, a special additional footage allotment is figured into the formula. Off campus, extension students are not to be computed into the FTE count.

Illinois has promised to pay three-quarters of the price for new construction, providing that the buildings be certified to last for a minimum of 40 years. Because the state's contribution percentage encourages new construction by paying most of the financial burden, there was need to establish a priorities list of construction projects. The IBHE and the ICCB together with the Bureau of the Budget had set up such a list as early as 1969. By the end of 1970, the IBHE had cut back on approving new construction, the ICCB reported.[8] In January, 1971, the ICCB urged the local colleges to lower construction costs. It also

permitted a larger share of the construction budget to be borne by the local institutions. The ICCB complained to the Governor over delays in construction. One resolution of the early '70s asserted,

> WHEREAS the housing of the fall 1970 enrollment of 162,000 persons has been accomplished primarily through temporary accommodations funded locally; and . . .
> WHEREAS State funds related to date will house only 50,000 full-time equivalent day students in 1971, while 68,000 full-time equivalent day students are now enrolled in the fall of 1970 . . .
> WHEREAS, the 1969 General Assembly approved (on recommendation of the Board of Higher Education) the allocation of $96 million for the first half of the 76th Biennium, no portion of which has yet been released . . .[9]

About the same time, the newly formed Capital Development Board, replacing the Illinois Building Authority as the construction planning board, issued its own guidelines for building project proposals. This caused a ripple of modifications in building plans, scaling costs downward.

The state has indeed slowed construction. Compared to a biennium high in 1968-1969 of over $125 million, no state funds were released for building in 1974, $86 million a year later. After an initial period of rapid building construction in the late 60s and early 70s, the colleges began to fund minor projects on their own, preferring not to wait for funding of low priority projects. Thus, greenhouses, water storage tanks, and gynmasia are erected on local soil by college indebtedness through long-term bonds. The CDB must still approve any request to assure standards and guidelines are being met, but the state is only

committed to possible "future credit" to a community college going it alone. To take a case at random before the ICCB:

> Request for locally funded construction project at the Kewanee Campus of Black Hawk College, District No. 503
>
> Mr. Hale made a motion, seconded by Mr. Stone, to approve the Construction of Phase 1-A at the Kewanee Campus of Black Hawk College at a cost not to exceed $1,554,000 using local funds. The approval is subject to (1) approval by the Illinois Board of Higher Education; and (2) completion of technical reviews by the Capital Development Board. It is understood that this project may be submitted for state reimbursement or credit toward future construction, in accordance with ICCB cost and construction guidelines, with no assurance that such reimbursement or credit will be obtained.[10]

Since community colleges have been able to pass referenda for some building projects, it is likely that the CDB will remain a determining force in expansion of the colleges.

In regard to planning for the future, the IBHE began looking for alternative methods of financing community colleges as early as 1970.

> Mr. Francis [representing the Association of Community College Board of Trustees] reported that his association is concerned about state financing of junior colleges; out of 27 there are 23 levying maximum rate and out of 23 there are 18 in deficit spending . . . he said that we are expecting local taxpayers to finance a larger share but the local taxpayers are in no mood to raise local tax rates. After a few additional remarks, he told the Board that the Junior College System must be preserved.[11]

By 1974 conditions were still about the same, although more colleges had opened their doors. A committee on financing community college education, the second such, was established as part of Master Plan Phase IV.

When the IBHE was to study the financing picture, the ICCB set up its own. Moreover, its committee was to make

recommendations not only about operating budgets but construction priorities, a matter of worry to the emerging community colleges.[12] These recommendations were to be sent on to the so-called "Blue Ribbon" Community College Finance Committee of the IBHE. Representation on this 24 member ICCB committee was derived from many segments in Illinois community college governance: presidents, ICCB members, members of the Trustees Association, chief finance officers of the colleges, faculty, students and ICCB staff, but none from the adult education or community service field.[13] Leaving the ICCB both as its staff representative to this committee and as staff person was Dr. Bernie Waren, who was subsequently to head the "Blue Ribbon" Finance Committee and assume duties as legislative liaison for the IBHE.

The ICCB committee sought to identify the issues of community college governance, such as

> 3. What shifts in governance and coordination may occur in the next five years due to legislative action, fiscal restraints, social issues, and relationships with other systems of higher education?
> 4. How can the "common market" concept be encouraged?
> 6. Can expanded access to educational opportunities be most appropriately assured through the system of Illinois public community colleges?[14]

With respect to funding mechanisms, the committee enumerated the following conceivable modes: formula funding, categorical budget funding (line-item), foundation funding (minimal level of support established), equalization, programmatic funding, and student-based funding

(scholarships, voucher system). Nevertheless, the Board came out in favor of only 2 of these:

> After discussion, Dr. Goudy made a motion, seconded by Mrs. Neyhart, that the Illinois Community College Board go on record as favoring consideration and continued study of No. 1 (Current Financing Plan with Modifications) with modifications to include variable rate funding plan--or No. 3 (Foundation Financing Plan), and recommend this to the IBHE Blue Ribbon Finance Committee.[15]

The Council of Presidents were supportive of both of these but "expressed concern about No. 6 (Variable Rate Formula Funding) because certain programs, such as Public Service programs, might be considered less worthy of consideration at the State level."[16]

Meanwhile, the IBHE's committee was at work drafting its own proposals. Essentially, it came out in its March, 1975 draft for full state funding of occupational, baccalaureate and remedial or review courses, but no state participation in courses in adult or continuing education outside of improving vocational skills. It also advocated an increase of state aid to colleges in the deficit category by augmenting equalization appropriations. The Committee wanted to see some government agency concerned over tying the tax base to inflation and was hopeful to "change the tax base to make it more responsive to inflation."[17] The plan identifies 8 funding categories, more than the 5 presently in use, but does not distinguish among curricula in a particular program, e.g., within the baccalaureate area. At the end of summer, 1975, these recommendations

were still in the formative stage. If the proposals are enacted into law, the Presidents' fears expressed through the ICCB committee over Public Service programs would be apparently superseded by other concerns, for under the IBHE Committee proposal, no state money would be directly earmarked for these programs.

Issue 2: Preserving Local College Autonomy

It will be recalled that while the law specifically characterizes the community colleges as "locally initiated and administered" it as well says that each is part of a "system" whose "governing board" is the ICCB, also identified as a "board of control," that submits one budget for the entire community college network to the IBHE "for the operation and capital needs of the institutions under its governance or supervision." To some, the case for local autonomy is lost because of the way the law is written; and yet, the local colleges obviously want to remain free of state board interference in the conduct of their institutions.

The apparent contradiction in the law can be seen as a point of issue between the colleges and the state governing board, ICCB. In the area of college accountability, the Board has affirmed that recognition of a community college will be predicated upon accreditation procedures of the North Central Association of Community and Secondary Schools, a policy established in 1971. It has also sought to make the colleges accountable through enforcing its own policy

handbook known as the "Redbook." In 1973, the Redbook replaced the ICCB policy manual. It contains a philosophy statement, curricular criteria, and general statements about the rules and regulations of the system. This handbook was intended to be placed in the Secretary of State's files, thereby making its rules tantamount to law, but the report from the ICCB staff (Dr. Darnes) is that the Board will not pursue that course of action for the time being.

It is worthwhile to discuss the Council of Presidents' reaction to the developing Redbook. In a letter dated July 9th, Dr. Poorman, speaking for the Council, notes some areas of disagreement with the Board:

> The Council takes major objection to the encroachment of the ICCB in matters which are philosophically, traditionally and statutorily assigned to the jurisdiction of the local district governing boards. Particular objections are entered to Sections . . . which attempt to regulate the administrative organization and teaching assignments of the colleges; which has the effect of delegating decision-making authority for curriculum development to a non-elected advisory committee; and . . . which attempts to regulate the colleges' internal policies and practices of curriculum development.[18]

Dr. Wellman distributed the letter from Poorman to the Board together with a copy of the Council of Presidents' minutes on the topic. The minutes also contained an announcement, which Wellman duplicated, that

> Poorman also reported that he has reached an agreement with Wellman to the effect that as committees are appointed by the ICCB or its staff that Wellman would work through the Council of Presidents for membership on the various committees.[19]

It is evident that the Council of Presidents are searching for means of increasing their control in overseeing the community colleges of the state. The issue of abiding by the Redbook is tied to a desire for greater voice expressed by these key administrators.

On the other hand, the Presidents seem to be objecting to the Board's effort to evaluate curricular programs in light of national trends. Poorman finds fault with the HEGIS system that is capable of comparing courses based on a twofold distinction between baccalaureate and vocational curricula.

> Some courses may be used for either the transfer program or the occupational program. This point has already been made repeatedly as we have commented upon the proposed Articulation Compact, which exludes courses coded as vocational-technical but which are in fact transferable. The broader consideration involved in this problem is whether curriculums shall be developed toward the goal of fitting into a predetermined coding system, or whether the coding system shall be modified to accommodate the curriculums which are developed in response to student and community needs. We recommend that your office acquaint the HEGIS [i.e., Higher Education Information Survey] organization with this problem and request a solution.[20]

The problem is, as the Presidents set it forth, that curricula are being typed into one or the other categories, implying a status of nontransferability of certain "trade" courses that do in fact transfer. They want courses that are presently transferable to remain so and express concern that as the Board moves to classify courses as vocational or baccalaureate, the right of transferability of these courses may be taken away.

In another topic of local accountability, the Board was the subject of study and evaluation by the Illinois Economic and Fiscal Commission under the direction of Dr. Chadwin in 1973.[21] The ICCB staff issued a response to the recommendations of the Chadwin Report in 1975 by commenting upon the present status of the item raised in each particular recommendation. Recommendation 29 from the Report and a response from the staff of the ICCB is given below:

> Recommendation 29: The IJCB staff has served primarily as a "minimal licensing operation" and funding conduit. It now needs to redirect its attention toward the problems of planning, coordination and evaluation.
>
> Response: The ICCB staff is undertaking a concentrated effort in developing its planning and research functions. Statewide follow-up studies of occupational and transfer students have already been initiated and additional statewide studies are in the planning stages. The planning function is also being emphasized with RAMP/CC [a computerized data bank] serving as a data gathering instrument to coordinate the planning efforts at the local institutions with those carried on at the state level.[22]

Data had been available about courses and the whereabouts of some graduates, but with the advent of the computer data banks MIS and RAMP/CC, much more data can be compiled and stored. The topic of organizing and using these systems has dated back to 1972 and was frequently brought up at board meetings in '73 and '74, particularly, the ICCB's. An advisory committee was established to work out the details of information gathering from the colleges. As late as 1975, the ICCB appeared uncertain what to do with the vast amount of data it is collecting through the system. The number of

students in a particular course, the number of times the course is given and so forth and so on are all known data. Possibly, the Board is looking into interrelating course and program data pertaining to this system to national norms through HEGIS and similar national computer networks.

The ICCB has issued a policy about the persons who are permitted to see or utilize the data in its computer form. In April, 1975, the Board distinguished between "Restricted Files", which contain confidential information of students' names and addresses, and data on faculty, not yet fully specified, and "Public Files," that anyone can see. Some colleges have expressed concern to the Board over the right of disclosure of information pertaining to the administration of their colleges. They contend, for instance, that the state has no business in collecting data about the hours faculty teach in a week.[23]

Despite charges of state board interference with local autonomy, the ICCB has not entertained questions over administrative efficiency at the local level. The Chadwin Report questioned the administrative practices of two colleges, State Community College and Kaskaskia College.[24] Both colleges have experienced financial difficulties. In February, 1975, a portion of Vandalia wished to disconnect from Kaskaskia to Lake Land College. Lake Land did not receive equalization or deficiency funds, for say, FYs 1972-1974, but Kaskaskia did for each of these years.[25] A hearing was set in the Vandalia High School in March and

the Board was subsequently apprised of the results, 55 citizens in attendance. In response to the hearing,

> The ICCB staff recommended that the petition to disconnect be disapproved . . .
> Mr. Stone and Mrs. Neyhart [two board members] expressed concern that the ICCB staff recommendation was contrary to the desires of the people in the Vandalia district.[26]

The motion to disconnect from Kaskaskia and be annexed to Lake Land College passed, 5-2. If concern by the local citizenry for disconnecting from a district does involve management issues, the Board has no stated policy by which to handle the conflict.

At another local citizenry hearing, as reported to the ICCB, the question whether the Riverside-Brookfield Township High School District should be annexed to Triton or to Morton College was the topic of discussion. Reporting on the meeting, Mr. Lemmer, hearing officer, describes the positions.

> In an emotionally charged atmosphere, the hearing extended for four hours and there was a complete discussion of the proposition and its effect upon all of the area involved. Much of the opposition is based upon the historical attitudes of the Riverside-Brookfield Township High School District toward Morton Junior College District, and the feeling that Triton College is unwilling to share its advantages with its poorer neighbors. Concern was also manifest that the attendance center of the district is becoming over-crowded. The meeting was well attended and at one of the intermissions an attendance of 106 persons was noted.[27]

Members of the audience supporting annexation to Triton pointed out that "Triton is one of the largest districts in assessed valuation and the annexation of the territory described in the petition will not injure the financial base

of Triton Junior College." The report contains data to substantiate the claim that Triton has a solid tax base. The Assistant Superintendent also made the assertion, "The administration of Triton College has demonstrated a sound financial management of district affairs." That some management-related factors might be important to the citizenry in making up their minds with which district to go cannot be overlooked. In this case, the high school area went with Triton.

The issue of local autonomy is never far away from any ICCB meeting; it enshrouds board activities. To the extent that the Board approves of monitoring the local colleges, the administrators of these colleges will argue encroachment. Moreover, in attending a meeting of the ICCB, this author noted <u>how</u> the issue arises. The Board staff will present some proposed policy statement to the Board for consideration. For instance, at this June, 1975 meeting, a revision of the policies and procedures for general studies was brought up. Some spokesman in the audience was permitted to speak: "A lot more study is needed." Evidently just as perturbed over the haste with which the board appeared to be acting, Mr. Shabat of the City Colleges of Chicago then spoke up, "You're going into areas very big." One view held that the Board should seek more input from the local colleges in <u>any</u> policy formation but particularly this one. Mr. Brune replied to criticism of the proposal with the comment that the only way you get reaction is to

come out with new ideas. At one point, the spokesman for the Council of Community College Presidents accused the Board of violating local autonomy by telling the local colleges what courses to teach. Clearly through these encounters one detects a general frustration of the college administrators in being unable to formulate policies prior to their reaching the Board for discussion and possible action.

Issue 3: Duplication of Programs

While the two problems identified above are apparently endemic to the system of community colleges, this problem is seemingly pervasive within higher education. It is occasionally brought up at the IBHE meetings with respect to duplication of effort. For example, at one meeting the issue is seen in its broadest scope to involve both public and private institutions--in this case, proprietary or private vocational schools. Dr. West, then Executive Director of the IBHE (there have been 3 directors over the last 6 years), summarized the Board's discussion.

> Dr. West indicated he assumed that the Board was expecting the staff and those who are interested in this subject to study the issue; and that it was not a question of legitimacy of community colleges offering such a program, but it was, in fact, a question shall programs be offered in competition or shall they be duplicative of other programs available within an attendance area. He further reflected that the Board was raising the question of relation within higher education and the post-secondary area. These relationship questions have now been expanded from the public-private senior institution baccalaureate level to the question between the proprietary sector and the community colleges.[28]

Ultimately, a committee to study the matter was appointed, but not without further discussion at the Board's next meeting in which Dr. Kelley, who himself comes from a community college, but is currently on the IBHE staff, presented facts about the community colleges expansion and its statewide mission.

> Dr. Kelley reported the growth in enrollment and programs in the community colleges in the State. The concept of comprehensiveness was reviewed and the requirements for same were discussed. A brief discussion was presented on the difference between certificate and associate degree programs. Cooperation and cooperative programs were reported to be an intricate part of the community colleges.[29]

Here, Dr. Kelley raised the possibility of cooperation by the community college with other institutions.

The ICCB has adhered to a policy that permits a college to offer any curricular program it wants to, provided that the program has been developed and offered elsewhere, i.e., beside community colleges. This policy known as parallel program offerings has seemingly restricted the community colleges to curricula of universities, trade and vocational schools and evening high schools. The philosophy of the comprehensive community college is translated into Board policy to restrict the colleges from going too far afield from these curricula. Even with strictures placed on them, however, the community colleges have vastly expanded their offerings.

Since the community college courses are essentially those of some other institution, one could predict a

"bumping effect" in which duplication of effort will constitute competition among institutions in higher education. In fact, this is reported. The Trustees Association brought to the attention of the ICCB their report of 1974 in which 16 courses that Northern Illinois University was offering in their adult education program were also being offered at Kishwaukee College, about 10 miles away. Logan College and Southern Illinois University-Carbondale were also depicted as duplicating course offerings.[30] With respect to the point of view being expressed by the Trustees Association, one could also argue that the community colleges are presently duplicating the adult education courses high schools have been offering for years.

So, the issue is not actually whether duplication is taking place, but whether unnecessary duplication is occurring, i.e., duplication working against the possible values of competition. In the latter case, cooperation appears essential. The issue is briefly put in the IBHE discussion of the matter.

> Mr. Block [a board member] asked if the staff was analyzing whether or not there was unnecessary duplication in programs in the various junior colleges.
>
> Mr. Kerchner replied in the affirmative. He then called attention to the opening of the community college in Decatur this fall and noted they are asking for approval of two basic degrees . . . He said they are starting out in a community which has a large well-established institution (Millikin University) and they are taking steps to work with that University establishing relationships which will be more than temporary and they have also established relationships with a local vocational-technical school.[31]

During this discussion Dr. Bakalis of the state board for elementary and high school education argued that attention should be given to the opportunities proprietary schools offer.

> He concluded by noting that perhaps there is no need for State operated colleges to have more of the vocational-technical programs if the proprietary schools are doing their job well.[32]

The IBHE then adopted the policy that "all community college occupational program applications show evidence of having considered interinstitutional development . . ." (Note that duplication of programs is tied to program approval, since the IBHE cannot legally close down a program already approved.)

The IBHE discussion raises the question whether there is any need for community college entry into vocational education, assuming that trade schools exist in the area which could be subsidized when the education they offer is too expensive for the potential students. (The ICCB has worked out the means whereby a community college can contract out some vocational program to a nearby school.[33])

Recognizing the problem, each of these two boards have tried to do something to remedy the situation. The ICCB is endeavoring to isolate the programs which possibly could be duplications. An ad hoc Associate Degree Committee made recommendations on the feasibility of uniformity in program titles. By February, 1975, the Committee recommended,

> There should be a commonality of program titles throughout the State of Illinois public community colleges for all instructional programs. These titles should be based upon the intent of the program rather than by merely locally fashionable titles. . . . The [ICCB] should adopt a program classification system which adequately reflects the instructional program structure of comprehensive community colleges. This classification system may be a broadening of the current HEGIS classification . . .[34]

Not only will uniform program titles permit greater comparison with respect to cost effectiveness criteria, but will permit the Board to get a closer look at duplication within the system of community colleges.

Meanwhile, both boards are advocating cooperative agreements among institutions in a particular vicinity. As early as Master Plan Phase III, 1971, the IBHE came out in favor of institutional cooperation within a geographical area. This plan was conceived by Dr. Holderman and presented in his Executive Director's report #94. Its theme was institutional integration for the good of all systems in higher education. For two months after presentation to the IBHE, Dr. Holderman conducted hearings on the document. By May, the IBHE was prepared to discuss the report in open session.

> We wish to show you a map today which demonstrates the need to integrate.
> The map was displayed. It included locations of public senior and junior institutions and senior private institutions and indicated the extension offerings of the public senior institutions, showing the meshing and criss-crossing which is a strong argument for better integrating of systems of education in Illinois.[35]

Fundamentally, Holderman's plan extends to all educational levels in the state. This common market concept of

education was justified in respect to the New York, Missouri and Minnesota systems of higher education, however. Holderman's position was interpreted to support a consortium arrangement of colleges in the state (and was fought by opponents in the name of preserving institutional identity).

Under the plan, community colleges were to serve the interests of education of the greater system, i.e., those "areas not readily served by senior institutions."

> Community colleges should assume greater responsibility for the delivery of services since they are spread throughout the State in geographical areas not readily served by senior institutions.[36]

Seemingly, the only attempt to do the kind of cooperation that Holderman had in mind was when Sangamon State University in 1975 proposed to offer senior level courses at Illinois Central College.[37] The cooperative arrangement allows the senior university to offer courses at the community college leading to a bachelor's degree in a specifiic curriculum.

The ICCB, too, has come out for cooperative programs, particularly in vocational areas.

> Dr. Wellman stated that the ICCB staff has been working with other agencies in the area of education including the staff members of the Illinois Board of Higher Education and the Office of the Superintendent of Public Instruction (now known as the Office of Education) and requested the ICCB to encourage the ICCB staff to continue this work. Mr. Cox requested that the word "encourage" be changed to "authorize and direct" the ICCB staff to work with the staffs of other state boards and agencies to develop joint policy statements on career education and on development of cooperative agreements for educational programs.[38]

Significantly, the ICCB staff found it necessary to work

with many other educational agencies in the state, because all levels of education have been active in offering technical programs, but at their own expense.

One cooperative agreement was signed between State Community College of East St. Louis and SIU-Edwardsville in the field of sanitation technology. The curriculum was developed by a committee of 12 faculty, 6 from SCC and 6 from SIU.[39] Yet at the same meeting, an agricultural mechanics program for Carl Sandburg College was passed in spite of the fact that Spoon River College offers a similar program.

Cooperation among institutions of differing levels of education does require some contractual relationship for purposes of making apportionment claims to the ICCB, whenever appropriate. For example, a cooperative agreement was signed between Carl Sandburg College and Knox, a private, small college in the area.

> Courses which are applicable to this contract have been carefully checked by Dr. G. Robert Darnes and the courses are considered to be the same as or equivalent to the currently approved courses at Carl Sandburg College. College Sandburg students are charged $200 per course at Knox College and Carl Sandburg College will be billed the $200. The Carl Sandburg student will pay only the regular tuition of $5.00 per quarter hour to Carol Sandburg College.[40]

Knox College is to teach courses for Sandburg, for which Sandburg must pay Knox $200 per student per course, according to the terms of the agreement. Sandburg is probably just breaking even or losing slightly, and Sandburg must pay for its record-keeping. The agreement does two things:

(1) helps to keep Knox College with its excellent educational reputation afloat and (2) draws upon readily available educational resources, who are committed to teaching Sandburg's curriculum.

Of course, Sandburg College could have hired a faculty member from Knox on a part-time basis to teach courses in the area now goverened by curricular cooperation. Part-time salaries are notoriously lower than the salaries paid to the regular staff. But hiring part-time faculty in this instance could not help Knox College in its bid to exist as a private four-year college.

Also in apparent conflict with cooperation among colleges and even high schools in a particular area is the charge-back mechanism. If a community college does not offer a program on its campus, the students of the district can transfer to another community college. The community college offering the program can collect vocational flat rate monies from the state by including the transfer students in its enrollment claims. This charge-back mechanism makes cooperation among colleges, high schools, and the community college in an area less likely, since the community college may send its students to some other community college offering the program it does not have. Only 3 community colleges did not participate in the charge-back program, i.e., receive money from the state through this program, for FY 1974.[41]

Thus, despite plans which emphasize the need for greater cooperation, the boards have not proceeded on some course to bring about cooperation among institutions in a geographical region and to reduce or eliminate unnecessary duplication.

Issue 4: Fragmentation of the System

This issue pertains to ICCB governance. The ICCB has encountered difficulties in attempting to coordinate the activities of the state's public community colleges. There are several areas of difficulty, and these will be enumerated below.

A. Obtaining Opinions from the State's Attorney

Typically, the ICCB, which will receive a request from some college for a ruling by the Attorney General, will not send it on, but will assign the Board's counsel, Mr. Zeglis, the task of offering his ideas concerning the particular matter. Should the Attorney General render an opinion implying an interpretation of the Constitution of the State, the interpretation probably would have the effect of law; and the ICCB may want to avoid the possibility of "taking orders" from the legal department of state government. In any case, the colleges approach their board of immediate jurisdiction with constitutional matters that the board counsel renders his opinion upon, despite the desire of these colleges to get a state ruling.

When Mr. Shabat wished a ruling from the Attorney General concerning indebtedness of community colleges, the Board refused to recommend the legal issue for the Attorney General's consideration.[42] On the other hand, the ICCB's attorney has been involved in a continuing North Shore Community College district dispute that spilled into the courts.

> Mr. Fowle [Board member] stated he had attended the North Shore hearing which was quite lengthy and emotional in part. Several months ago a "Top Flight Committee" recommended unanimously that a new district be created in the North Shore area . . .
> Mr. Fowle made a motion, seconded by Mrs. Neyhart, to amend the ICCB staff recommendation so as to reaffirm the ICCB decision of December 1973 to create a new community college district in the North area . . .[43]

Next month, Mr. Zeglis reviewed the law and the Constitution and claimed that backdoor referendums, by which the citizens can vote upon a community college district, are not applicable to establishing a new district; and the Board quickly acted to quash a petition from residents for a backdoor referendum. An Evanston civic group went to court. The defendants, the ICCB, submitted a memorandum defending their view.

> The interpretation [of the state Constitution] urged by the Plaintiff's is that that section [Ch.122, Ill. Rev. Stat., #106-6.1], by its terms, permits and requires the holding of a so-called "back-door referendum", upon the filing of proper petitions, into the question of creating of a new community college district. It is the Defendants' position that that section contains no provision for referendum in the event of the creation of a new district and that the referendum provisions apply only to the annexation of non-district territory to existing community college districts.[44]

SB1188, the law in question, was interpreted by Board counsel to permit the creation of new districts without prospect of plebiscite. In the argument of the ICCB, appeal to a strict interpretation of the law was urged. When the Governor had appended the back-door referendum provision to SB1188, it was asserted, he was thinking primarily about annexation.

> The provision added by the Governor must be strictly construed, since it is derogation of the original intent of the General Assembly, which, of course, was to permit no referenda in the implementation of its mandate that every parcel of the state be placed in a district either by annexation or creation of a new district.[45]

The judge ruled in favor of the plaintiff, William E. Spaulding, et al. If the local citizenry do not want a college, no pressure to circumvent their wishes can be applied, the court apparently affirmed.

B. ICCB Districting

While the ICCB has steadily encouraged local citizenry to establish a community college in their area or join an existing district, it has not been successful in districting about 10% of the state, particularly where university sentiment runs very high. In 44 recent annexation elections held over a two year period, only 2 resulted in territory annexation. Primary reason for failure was the taxation issue, according to the ICCB staff report.

> Where the primary issue was one of taxation, the results were overwhelmingly against annexation with very few exceptions (Lake Forest to Lake County /CC/--44.2% "yes"; Normal to Illinois Central--26.5% "yes"; Bloomington to

Illinois Central--25.3% "yes"; Lawrenceville to Illinois Eastern--25.3% "yes").[46]

A nondistrict is charged for each student that attends some community college elsewhere, but nondistrict citizenry are not paying for construction or building maintenance that is borne through local taxation of a district.

C. ICCB as Ombudsman for the Local Colleges

The Council of Presidents are urging the ICCB to be more assertive on their behalf. They feel out-voiced on the IBHE because only one of their kind sits there. In a document entitled, "The Illinois Community College Board: Advocate/Ombudsman," written by Dr. Poorman[47], the following facts are cited as indicators for greater assertiveness on behalf of the colleges:

1. A community college is experiencing pressure from the CDB (Capital Development Board in charge of approving building construction plans) to accept a building, which the local board has been advised is not satisfactory.
2. One college cannot hire a particular teacher because he is denied certification by the Department of Registration and Education "on a technicality."
3. A community college is experiencing construction delays due to the CDB.

The Presidents contended that the ICCB has not done enough to affect the IBHE's policy decisions on public service programs and did not, on behalf of the community colleges,

seek inclusion into a "statewide consortium for nontraditional and cooperative programs," initiated by the IBHE.

The Presidents lack confidence in the ICCB to further their interests.

> Our community colleges need an ombudsman to investigate complaints and to help them through the sometime maze of legal, financial and other entanglements which are part of state coordination. The Community College Board is the only agency that can properly undertake that assignment.[48]

The matter is grave in the view of the college Presidents, who have not heretofore taken this dramatic approach. The Board responded that "advocacy does not have to always be expressed overtly. During these last ten years of the developing Illinois public community college system, coordination within the system of Illinois community colleges and between the colleges and the various State agencies has occupied a great part of the ICCB staff's time.[49]

D. Resolving Local Disputes

In an obvious effort to keep the peace, the Board will mediate when there is polarization of public opinion over local college issues. It decides in favor of what will keep the system together. Evidence for thinking the Board tries to maintain local harmony is drawn from such occurrences as the dispute over a permanent location for Oakton Community College, District #535. In December, 1971, the Board had approved a cemetery location for Oakton. The college was renting a plant converted into classroom buildings for

several years, and a renewal lease for another ten years was permitted in May, 1972 by Board action. Then,

> Mr. Sanders moved and Mr. Karlock seconded the motion that the Illinois Junior College Board withdraw approval on the proposed site at Maryhill Cemetery for Oakton Community College, District #535, in the best interest of the junior college program.[50]

The Board was yielding to local pressures that another site be chosen. In March, 1974, the Board approved a new site by the Des Plaines River. After two years of looking in the interim, the Oakton administration had finally located another site. In approving the location, the Board considered significant factors.

> The Board was aware of the many frustrating past attempts to acquire a site for the permanent Oakton campus. The proposed site may not be ideal in terms of location and soil conditions, but does appear to be the best possible site at this time.
>
> The Board expressed concern about locations of permanent campuses in near proximity to one another . . .
>
> The Board again expressed concern as to (1) access from Gold Road through the Forest Preserve, or some alternate access; (2) how this might relate to a second site at Harper College and in the North Shore area, and (3) the purchase price.[51]

The site chosen is unusually close to another college's planned extension campus; and is on the edge of its own district. Nevertheless, the Board went along with the local institution, recognizing "many frustrating past attempts to acquire a site." Moreover, the Oakton board could document that it had complied with the ICCB's request to seek wide-spread local support for the site before coming before the Board.

> The site selection was approved by a vote of 7 to 0 by the local board of trustees after months of study and discussion by the Oakton Community College officials, college advisory groups, local city and village officials, community meetings, discussion with ICCB staff, discussion with CDB staff, and advice from many technical consulting groups. The Oakton board held many meetings and discussions with community groups on the proposed requested site according to the previous request of the Illinois Community College Board.[52]

While the site met local approval, the issue of locating the College was resolved at the risk of raising problems for students who must commute across the district and for building construction; and for the system of community colleges.

E. An Older System in the State

Before the advent of the ICCB, the Chicago City Colleges of some 6 or 7 colleges were administered by a central agency, the Chancellor's office. That structure is still in usage, so that in addition to the Presidents of the City Colleges of Chicago, there is a Chancellor. His office receives the funds ear-marked for the local colleges in Chicago. In this way, the Chicago system of community colleges has been retained as a sort of system within a system.

Mr. Shabat, the Chancellor, usually attends IBHE meetings to defend the City's system of colleges. Thus, the IBHE minutes record upon one occasion the existence of a Chicago system.

> Dr. Wagner noted that the tuition charge proposed for the City Colleges will be $120 for full-time students

> as compared to a mean tuition charge by other community colleges of approximately $280.[53]

Indeed, the City Colleges appear as a system of colleges. A special appropriation was permitted by the ICCB for a City Colleges wage increase. The topic before the ICCB "Request by City Colleges of Chicago for Reimbursement for Prevailing Wage Rates Paid in FY 73"[54] indicates that the system may stand between direct contact of the ICCB with the local colleges under the Chancellor's supervision. Requests from these colleges are chanelled through the Chancellor's office.

Then too, appropriations are paid to the system, not each college. The City Colleges of 180 N. Michigan, Chicago receive approximately 55% of the state's budgeting for disadvantaged students and take the major share of Flat Rate grants to be apportioned by this office through its own system.[55]

A common thread which runs through the various topics under this heading is the disruptive quality of the factors themselves, which may not only be undermining the power of the ICCB, but tending toward fragmentation. That is to say, because matters of local import are spilling over into the courts, because the colleges are experiencing frustration in working with the many state agencies, because the system contains yet another system, because the ICCB cannot achieve full districting, and because local factions may be settling local issues politically, there is evidence for thinking that the ICCB has difficulty in keeping the system unified.

Issue 5: Articulation

Pursuant to the law, the ICCB staff has sought university acceptance of community college education, so that students may freely transfer among institutions of postsecondary education in Illinois. The Board has come to realize the importance of articulating at the discipline or subject matter level.[56] Moreover, it now recognizes that transfer with no loss of credit is a goal not only with respect to community college to university, but community college to community college.

The Board was operating under an articulation compact that said, in essence, any community college grad with an Associate's Degree attained junior status at the university. The university departments could then determine whether to admit the junior as a major by evaluating freshman and sophomore courses the student had taken in the field. In an apparent effort to assure that lower division courses are not to be simply counted as "electives," or fulfilling general education requirements, but can qualify the student for admittance into a specific department, another articulation compact has been formulated. An Ad Hoc Associate Degree Committee of the ICCB first drafted a new baccalaureate articulation compact that has been subsequently revised by institutional representatives from two and four year colleges in public education. The latter draft affirms the right of each student to legitimately claim entry to an upper level program on the basis of what the student has accomplished

the first two years of college instruction, provided among other things "that the transferring student plans to major or to specialize in an area of study in which he or she has completed recommended lower division courses in the intended major or area of specialization."[57] The graduate of a community college must also apply only baccalaureate courses in establishing his claim for admittance to a department and must show he has taken 36 semester hours in general education whether or not these are altogether required by the university for a baccalaureate degree.

This new compact, if adopted, may be found to contain insurmountable difficulties, since it specifies virtually all that the student should take his first two years of college. He must not count any vocationally oriented courses for his A.A. degree from the community college, for example. The student must take over half his courses from the so-called liberal arts curricula, even though the baccalaureate degree for which he seeks from a particular university may require far less of their native students in general education courses. Furthermore, the student must not change his program major lest the university to which he intends to transfer consider that he has failed to meet the conditions for automatic junior class standing, which the compact guarantees.

No compact to date has eliminated the favored position of the native student. Some universities require that a transfer student possess a certain grade point average.

Private universities can opt for qualifying general exams, e.g., in the fields of mathematics and English, as a condition for admittance. So, the ICCB has not been able to bring about free transfer of graduates of the community college system through articulation, although the Board recognizes this aspect of the articulation problem.

Course articulation among faculty is proceeding here and there, but not systematically. In most vocational subject areas, there appears little articulating, despite the fact that state universities are offering capstone programs. An acceptable transfer arrangement was reported in agriculture, however, by Dr. G. Robert Darnes of the Board staff.[58] In the academic fields, the ICCB staff have encouraged articulation meetings for mathematicians, philosophers, English and art instructors. These are attended by faculty of two-year and four-year public colleges in the particular discipline. The object of the meetings is to identify courses acceptable for offering at an introductory or community college level, that by virtue of this, will count toward a major in the field.[59]

Yet a discipline causing the ICCB concern during the study was business. Apparently, senior institutions' departments of business are moving sophomore level courses to junior standing, thereby precluding their being offered at community colleges under the Board's current policy that junior level courses not be offered by the community college. Moreover, senior schools may not be readily accepting

business courses their faculty are claiming to be upper division. The problem first was cited in the Board minutes of September, 1972.

> Numerous complaints had been received from junior college faculty and administrators on difficulties that developed in recent years regarding articulation on business administration and accounting courses.[60]

A meeting between representatives of two-year colleges and those from four-year institutions together with staff members from the IJCB and the IBHE was then authorized. And in 1974, an articulation planning committee in business administration composed of deans or department heads at the various institutions of the state took place. The ICCB received from this committee a dismal forecast.

> The Board received the report that the Business Articulation Committee did not believe that a statewide articulation conference should be planned at this time because of diverse views between the community college and senior college personnel. The committee did not believe that this problem can be solved voluntarily or by an articulation conference . . .
> Mr. Hale made a motion, seconded by Mr. Glade, to . . . instruct the ICCB staff to seek other means of resolving articulation problems in business and report to the ICCB as soon as possible.[61]

As of July, 1975, little had been achieved. The implications of the failure to articulate in this important subject area may lead to heightened tensions between universities and community colleges. Other subject areas could follow suit. For example, a four-year college could restrict any further course additions to upper division while slowly phasing out many lower division courses. If this process continued, the universities could effectively prevent community colleges

from offering any other courses than mere introduction sections, whether or not these colleges have competent faculty to teach more advanced coursework. At issue, really, is the respect faculty have for each other at different levels of instruction in postsecondary education. The law requires that the ICCB shoulder the responsibility of bringing about articulation and the respect among faculty implied therein.

On the other hand, ICCB staff have argued that discipline articulation involving high school teachers is a local college matter. Hence, the ICCB is doing little to encourage the melding of the community college programs with those of the high schools.

Categorizing the Problem Areas within Control and Coordination

In regard to the factors of control and coordination, the issues presented above are dissected into the following areas:

Issue	Area of control/coordination where issue exists
1. Financing	Control: Apportionment Control: Construction requests Coordination: Planning
2. Local autonomy	Control: Accountability Control: Apportionment Coordination: Planning Coordination: Local governance
3. Duplication	Control: Regulating growth Control: New programs Coordination: Planning Coordination: Using local resources

(Continued) Issue	Area of control/coordination where issue exists
4. Fragmentation	Control: Local disputes hearing Control: Apportionment Coordination: Planning Coordination: Local governance Coordination: Using local resources Coordination: Dissemination of local college explanations
5. Articulation	Control: New programs

For every issue but #5, Articulation, the coordination function is brought up. While 6 of the 10 factors of control are seen to contain the issue(s), every area of coordination is found to contain some issue. And, about as many times is an area of coordination identified as containing an issue as a factor of control. This finding, viz., that all areas of coordination are affected when issues exist, suggests the hypothesis that a system is fundamentally evaluated on its ability to handle coordinating tasks. In other words, control "must" be for the sake of coordination. If this hypothesis is accepted as a working assumption, it will account for the position of Berdahl and others which says that slowly greater control is being exerted upon any educational system. Such control may be necessary for greater coordination, i.e., as the means to resolve coordinating difficulties.

FOOTNOTES

1. IBHE Board Minutes, February, 1973, pp. 19-20. Hereafter, the phrase "Board Minutes" is omitted. Specific dates of meetings are not given in this study.

2. That the ICCB initially requests a greater amount than recommended by the IBHE seems dubious. This author suspects that when money proves insufficient for the community colleges to carry on, the ICCB at that juncture asks for a deficiency appropriation.

3. "Priority Needs Statement for FY 1974 Junior College Operating Budget Request," (appended to April, 1973 minutes), p. 2.

4. Ibid.

5. Ibid.

6. Data from ICCB attachment "Proposed FY 1976 Operational Budget Request," October, 1974.

7. IBHE, March, 1974, p. 36, Agenda Item #8.

8. ICCB, November, 1970

9. ICCB, January, 1971, p. 7.

10. ICCB, May, 1974, p. 17.

11. IBHE, December, 1970, p. 24.

12. ICCB, Appendix B: "Proposal on establishment of community college finance advisory committee" (appended to February, 1974).

13. The members of this committee are listed in the Appendix to the ICCB minutes, February, 1974.

14. ICCB, "Community college financing outline of topics for discussion" (appended to July, 1974), p. 44 of the minutes and related materials.

15. ICCB, December, 1974, p. 29.

16. Ibid.

17. IBHE Committee to Study Public Community College Financing, "Proposed Committee Report on Financing Public Community Colleges," March, 1975, p. 50.

18. Two page letter from Dr. Poorman to Dr. Wellman dated July 9th, 1975.

19. ICCB, July, 1975. Membership would be extended to the Presidents on these working committees.

20. Letter from Dr. Poorman

21. Illincis Economic and Fiscal Commission (Mark Chadwin, Director), The Illinois Public Junior College System (Springfield: Economic and Fiscal Commission, 1973).

22. "ICCB Responses," appended to February, 1975 ICCB minutes, p. 9.

23. Information about the stance taken by some colleges was supplied by Dr. Wellman at an Illinois Faculty Association meeting, November, 1975 in downtown Chicago.

24. Chadwin Report, p. 64.

25. Information from "Operating Finance Report for Illinois Public Community Colleges for 1974-1975" by the Illinois Community College Board, pp. 27 ff.

26. ICCB, April, 1975, p. 8.

27. ICCB, "Petition to annex . . ." appended to April, 1974, p. 3.

28. IBHE, March, 1974, p. 27.

29. IBHE, May, 1974, p. 56.

30. ICCB, Appendix A: "Position Paper on concerns of community education," November, 1974.

31. IBHE, June, 1972, p. 126.

32. Ibid.

33. ICCB, Appendix B: "Guidelines on cooperative programs and cooperative agreements," May, 1973; updated in 1975.

34. ICCB, February, 1975, p. 11.

35. IBHE, May, 1971, p. 295.

36. Ibid., p. 119.

37. This matter was discussed at the IBHE meeting of June, 1975 and at that time the IBHE staff was asked by board members to formulate a policy statement. Some board members expressed initial dismay over it, e.g., Mr. Abegg.

38. ICCB, October, 1973, p. 5.

39. ICCB, June, 1974.

40. ICCB, December, 1974, p. 7.

41. Information from "Operating Finance Report for Illinois Public Community Colleges for 1974-1975."

42. ICCB, September, 1974.

43. ICCB, June, 1974, p. 23.

44. ICCB, "Memorandum in support of defendants' motion for summary judgment," appended to October, 1974 minutes, p. 60.

45. Ibid., p. 63.

46. ICCB, Appendix C: "Status of petitions for referenda under 'SB 1188,'" appended to October, 1974, p. 46.

47. ICCB, Appendix C: "The Illinois Community College Board: Advocate/Ombudsman," appended to November, 1974, p. 2.

48. Ibid.

49. ICCB, Appendix A: "ICCB role of advocacy and ombudsmanship . . ." appended to February, 1975, p. 36.

50. ICCB, February, 1972, p. 14.

51. ICCB, March, 1974, pp. 16-17.

52. Ibid.

53. IBHE, March, 1974, p. 62.

54. ICCB, July, 1973, p. 10.

55. Of course, the City College system serves many more students. But it should be remembered that the Chancellor's Office can distribute funds to the member colleges as it sees fit--money granted the system on the basis of enrollments at particular colleges becomes the "property" of the system, not any one college.

56. In this study, "discipline" and "subject matter" are used interchangeably.

57. "Baccalaureate Articulation Compact," November 5, 1975 updated version, adopted by institutional representatives from two and four year institutions.

58. Dr. Darnes' speech to the Illinois Task Force for Philosophy Articulation, Springfield, September, 1974.

59. University departments appear to be setting their own requirements for general education courses and instruction in the particular discipline for the first two-years of college. See Southern Illinois University's Counseling Catalogue as an example of the degree to which a department can specify lower division training for its majors.

60. ICCB, September, 1972, p. 5.

61. ICCB, February, 1975, p. 10.

CHAPTER FIVE

GOVERNANCE ISSUES IN POLITICS

CHAPTER FIVE

GOVERNANCE ISSUES IN POLITICS

This study implies the prediction that if there is some governance issue, i.e., a recurring problem which the Boards are unable to solve, it is likely to be present in a political arena. In order to determine whether this is so, legislative records were examined, an interview with the liaison between the Governor and the Boards was arranged; and a questionnaire was mailed to legislators serving on educationally-related committees. Did the politicians have something to say about the issues?

Methodology for Determining

Legislative transcripts of bills pertaining to community colleges in the House were perused for 1972 and the Senate, for 1973, because these records were readily available. Typewritten transcripts of the legislature were being made, but as of the summer, 1975, only the above records were completed. Keeping transcripts of the Assembly discussions became a requirement upon the adoption of the 1970 state Constitution. Only those bills which the ICCB had taken a position on were tracked, so as to cut down the number of transcripts that would be examined. If the transcripts contained some stand on an issue of state

board governance in those bills introduced into the one chamber or the other, it was noted.

Also, a questionnaire was devised, which asked the respondent to identify his concerns in the areas of governance identified in the Carnegie Commission Report and used as coordination and control variables in this research. Additional response items were aimed at prompting the respondent to disclose any stand he may have on what this study has identified as the issues in governance.[1] The questionnaire was mailed to members of either the House or Senate Committees on Education and the members of either House Appropriations Committee II (which handles community college finance measures) or the Senate Appropriations Committee. These are the legislators who should be most familiar with community college legislation because they are on the committees which must study such bills. Of the 67 questionnaires sent out, 20 were returned completed, but another 5 legislators replied either by mail or phone to explain their thoughts. No follow-up mailing was attempted, largely because secretarial help was minimal and the questionnaire results could be compared with data from legislative records.

Additionally, an interview with Mr. Steven Teichner of the Governor's Office, who is liaison with the Boards, was arranged. The legislator questionnaire was used as a stimulus to identify the Governor's awareness of any governance issues.

It is to be observed that the methodology employed does not capture the informal discussions which transpire between staff personnel of the boards and the legislators. Dr. Bernie Waren of the IBHE and Dr. Richard Fox of the ICCB serve as legislative liaison for their boards. Moreover, Committees of the Assembly bodies do not keep minutes for public record, if they keep them at all. So, the methodology cannot hope to capture the political bargaining that goes inside and outside of committee hearings and between the boards and the legislature. The point to the following analysis is to uncover even a fraction of the important discussion, and to find, if possible, the presence of the recurring problems among legislators "at large," i.e., in open and public forum.

The Politicians' Perceptions

With respect to responding to the questionnaire, legislators expressed major concern over budget items, construction in the future, and using local resources effectively. Minor concern was expressed on items of local governance and integrating community colleges with universities.[2] Analysis of the item responses reveal that these legislators are concerned in areas where the issues of financing community colleges, duplication of programs and local autonomy are to be found.

Further indication that legislators are aware of these particular problems comes from their statements, which were

coded in terms of the governance issues. Concerning duplication of programs, for instance, most legislators felt that community colleges are similar to proprietary schools. On the other hand, recognizing the overlapping of programs between community colleges and four-year colleges, two legislators argued for greater cooperation. Representative G. Dyer (Republican) appeared to relate the duplication issue to the financing question. She suggested that in the future the state boards should move "toward better cooperation with state-wide federation of independent colleges and universities rather than massive investment in new buildings."[3] Senator Harris Fawell (Republican) contended that universities and community colleges should coordinate their programs because the latter are serving a populace which otherwise could not attend institutions of higher education.

> [Community colleges are], in short, more concerned with helping the students and community than are our more traditional private and public higher educational institutions. I think, therefore, that the state boards should recognize this and attempt to coordinate our community colleges with our 4 year institutions to the utmost.[4]

Discerning that the community colleges offer opportunity in higher education to those otherwise not in position to attend and identifying community colleges with their vocational programs are two approaches to the duplication problem, and significantly, legislators appear to be taking one or the other stand.

The Governor is aware of the duplication issue, too. Teichner observed an extensive overlapping of curricula

among all institutions of learning from the high schools through university level. He seemed to argue for a dichotomy of educational experience between the community college and the four-year college. "I can envision that a person wanting a baccalaureate degree would not want to go to a community college." Noting that universities like Southern Illinois University, Edwardsville, must find ways to fill their dormitories, and contending that as the universities attempt to attract students to the far-away campuses, he said that the enrollments of community colleges in the baccalaureate area may decline sharply. He apparently thought of community colleges as vocational institutions for he claimed that the boards reflect "upon the declining birth rate and future community needs of the educational product [community colleges] offer."[5]

Yet Teichner's responses showed a concern over financing community colleges. He urged budgetary and fiscal economies of scale be employed in education based on costs to educate a student.

Thus, there is indication with respect to the legislators and the Governor that the issue of duplication is tied to that of financing. Why should money be spent on community college buildings and programs when these are duplications of already existing institutions?

The legislative records disclose an attitude on the part of the politician to give the community the right to have a community college, if this is what they want as

demonstrated through local support to the concept. The following is a sample of comments by legislators pertaining to three issues: financing, duplication, and fragmentation.

Issue and Legislator Comment Pertinent to Issue

A. The Financing Issue

Construction indebtedness allowance for the local colleges. Senator Knuepfer:

> Mr. President, Members of the Senate, the synopsis explains very clearly what this bill does. It permits Junior Colleges to issue revenue bonds not to exceed 7% interest and not to mature more than 40 years from the date of issuance. Several Junior Colleges have felt and rightly so that the State is moving so slowly on some of its building programs that the only way they were going to get the facilities they needed was to do it themselves.[6]

Annual appropriations bill. Senator Bruce:

> Yes, this is the annual appropriation for the operation of all of the junior colleges throughout the State of Illinois. And as Senator Smith has just told me, it's only $279,000,000 this time, and it's a lot . . . a lot smaller amount than some other [educational] bills on the Calendar.[7]

B. The Duplication Issue

Designating educational facilities already in existence as community college campuses. Senator Fawell:

> Just briefly I want to say that Dr. Wellman of the Illinois Junior College Board appeared before our Committee. They had no objections and this language which as set forth in the bill only states that the Junior College Board will take into consideration for the organization of a junior college district of the possible utilization of other facilities which I think does blend into the idea of inter-governmental cooperation.[8]

C. The Fragmentation Issue

Forced districting, SB1188. Rep. Walsh:

About 90% of the population of the state at this time is now in a junior college district, about 10% is not. But the problem is that that was about the situation two years ago, and it hasn't changed much since then, so that there are many areas now that are not; there are large geographical areas that are not in junior college districts and really should be.[9]

Rep. Campbell:

I have finally come to the conclusion that I'm going to support this legislation and the reason I'm going to support it is that we made a mistake when we first set up the various junior college districts in the first place. We simply should have set aside certain sections of the state to equalize the various districts, and these non-districts certainly are not going to vote themselves a tax as long as they can pay these charge-backs . . .[10]

Rep. Bradley:

I see no reason why we should have imposed upon by this General Assembly junior college districts and formation of junior college districts when they are not needed, when the people have already spoken and say they don't want them.[11]

Additional appropriations for the City Colleges of Chicago. Senator Cherry:

[The City Colleges of Chicago] is faced with a possibility because of lack of funds to discharge some 45 teachers and other personnel. This bill is a one shot situation, because we adopted an amendment repealing it so that it's applicable for only one year. It changes the tax base so that the Chicago College system can have a supplemental tax rate . . . It's only applicable to the Chicago City Colleges.[12]

Selecting the local assessment rate at a level of the City Colleges of Chicago. Rep. Scariano:

House Bill 1856 permits Junior Colleges to levy an educational Fund Rate and a Building Rate commensurate with that of the City of Chicago . . . This would

affect only about eight or nine Junior Colleges . . . But there are eight or nine Junior Colleges who desperately need this money.[13]

Rep. Scariano:

The safeguards are there. There is a backdoor referendum and there is a limitation of three cents per year on the Educational Fund Rate and one cent on the building rate. And this is just exactly what the City of Chicago has.[14]

Summarizing

In regard to the issues of financing community colleges, duplication and fragmentation, the politician appears to be taking a stand, particularly as legislation about community colleges is debated. Missing are statements pertinent to the issues of local autonomy and articulation. This latter fact implies that these issues are not important ones will be argued in the political forum.

Another way of summarizing is to say that from a variety of sources--questionnaire, interview and legislative record--evidence has been culled to verify the hypothesis of the progression theorists that issues the boards cannot successfully resolve remain political, about which politicians will have something to say.

FOOTNOTES

1. The questionnaire is given in Appendix C. There were questions dealing with the legislator's feelings about each of the areas of coordination and control together with statements of possible solution to any existing problem in these areas that he could express his feelings on.

2. "Major concern" = above 2.5 mean, where a top priority would be equal to 4; "minor concern" = above 1.5 mean but below 2.5. For these items, S.D. was 1. or less.

3. Representative G. Dyer, Republican, 41st District, Hinsdale, Illinois. Permission granted for publishing.

4. Senator Harris Fawell, Republican, 41st District, Naperville, Illinois. Permission granted for publishing.

5. Quoted from this author's notes of the conversation with Mr. Teichner in August, 1974 and used by permission from Mr. Teichner.

6. ST, June 20, 1973, p. 122. One cannot say how typical this attitude is, though it would account for the ability of the ICCB to secure greater appropriations upon occasion.

7. ST, May 25, 1973, p. 100.

8. House Transcript (HT), November 10, 1972, p. 5.

9. Ibid., p. 14.

10. Ibid., p. 8.

11. ST, May 16, 1972.

12. HT, June 13, 1972, p. 41.

13. Ibid., p. 43.

CHAPTER SIX

A CLOSER LOOK AT THE BOARDS' ACTIONS

CHAPTER SIX

A CLOSER LOOK AT THE BOARDS' ACTIONS

As mentioned in Chapter Three, state board actions were categorized in terms of the functions of control and coordination. A summary of the results for both the IBHE and the ICCB are recorded in Appendix A. Thereupon the results were tallied in succinct form and appear in Appendix B.

Since the study was concluded in mid-1975, some decision had to be reached concerning interpreting the data of the first part of 1975. The data to be categorized according to year extended from 1969 to mid-1975. A decision was made to preserve consistency in the data established through the years 1969-1974. It was found that multiplying by 2 the data of the first half of 1975 did not appear to disturb any consistent pattern in the data arrived at by inspecting the data of the full years included in the study; and so, the appendixes contain projected figures for 1975.

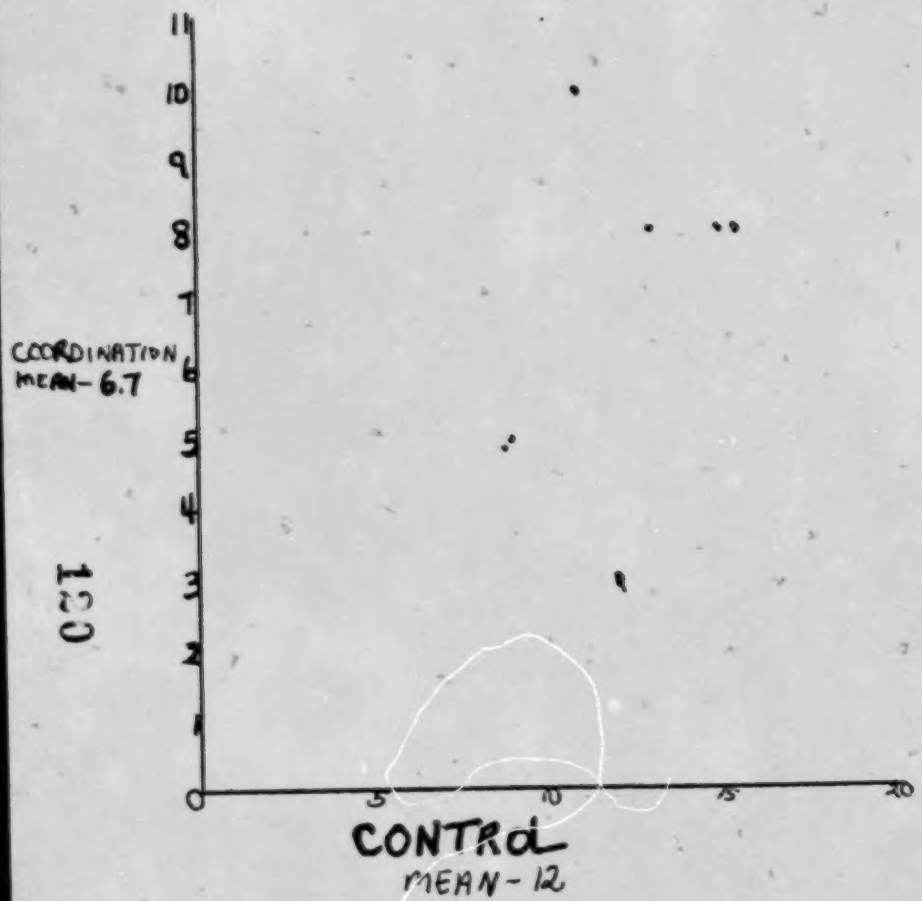
The summarizing technique involved assigning frequency scores to the raw data tabulation for each year per topical or subtopical heading: 1--topic area discussed at one or two meetings in the year; 2--topic area discussed at three or four meetings; 3--topic area discussed at four or

five meetings; and 4--topic area discussed at more than six meetings. For instance, the topical listing under control, 10-4: "experimental programs or new units; new degrees; CLEP, curricula transfer; program evaluations, uniform program titles" was brought up five or six times at ICCB meetings for discussion and/or action during 1974. This particular category, it is true, is a "catch-all" for unusual and different items under the general topical heading "New campuses, programs, definition of their scope." By placing items together not readily categorized in a heading, an attempt was made to capture the topical items without giving undue statistical weight in the summary, a possibility that can occur in summarizing "stray" items, some of which might take a value of "1" if listed separately. That is to say, a procedure was devised to lay bare as many topics as possible but also to cluster them in reasonable fashion so that typically no subheading consisted of "1" scores for each year.[1]

The Boards' Levels of Coordination and Control

Taking the data of 1969 as a base level of coordination and control for each board, it seems that while the ICCB has increased its number of topics regarding either function, the IBHE has not. Assuming that the raising of topics is an effort to govern the system, a case could be made for claiming that the ICCB is exercising greater control and coordination upon the colleges. See Figures 6-1 and 6-2 (pp. 115 and 116).

FIGURE 6-1: IBHE COORDINATION AND CONTROL ACTIVITIES

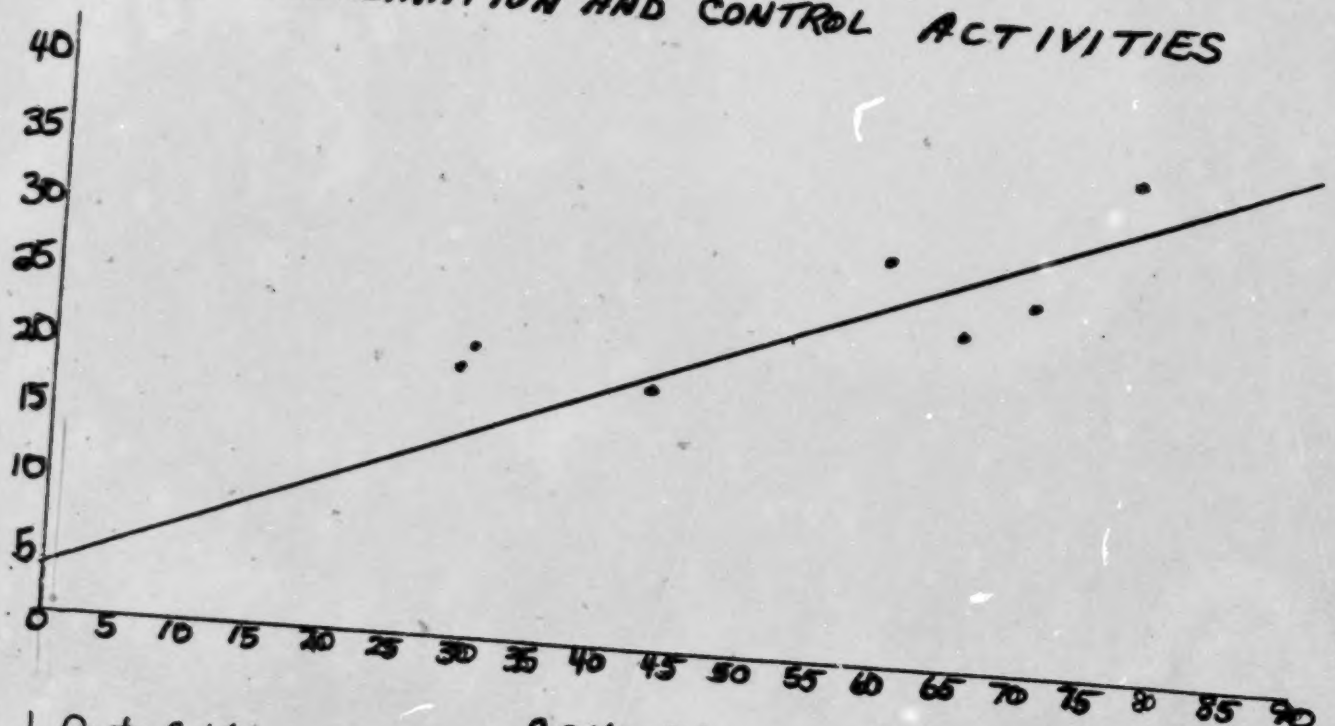


	COORDINATION* ITEMS	CONTROL* ITEMS
1969	5	9
1970	5	9
1971	10	11
1972	8	13
1973	3	12
1974	8	15
1975	8	15
TOTALS	47	84

*items = Topics and their monthly frequencies
'75 figures are projected based on first half of year X2

ANALYSIS – VERY SLIGHT RELATIONSHIP

FIGURE 6-2: ICCB COORDINATION AND CONTROL ACTIVITIES



	Coordination items*	Control items
1969	19	28
1970	21	30
1971	18	43
1972	22	65
1973	24	10
1974	33	77
1975	29	59
totals	166	372

r = .741

r2 = .549

significant to .10 level

*items = topics and their frequencies per month

175 are projected items based on first half of year

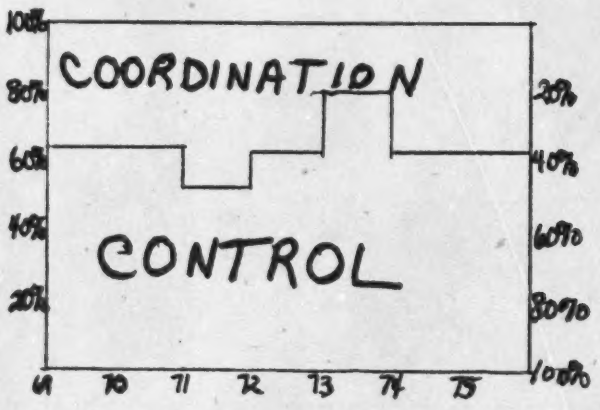
Interestingly, neither board appears to be exhibiting intensive control nor coordination in any one year, except 1971, when the IBHE records contained much more discussion of community college topics related to coordination than in the other years of the topical survey. While the ICCB has increased its coordinating and control activities, the proportion of coordination to control has remained about the same, 35% coordinating activity to 65% controlling. This is also the ratio for IBHE actions and discussions, about 2 to 1. See Figure 6-3 (p. 118). The interesting data, then, is that for both boards, the total number of items registered, i.e., topics and their frequencies per board meeting, is over the years 2 to 1, control to coordination. The data of yearly board actions and discussion of topics lends evidence for thinking that in order to maintain any particular level of coordination, a systems board must expend twice as much effort to control the institutions. While the evidence is much clearer in the case of the ICCB per yearly summary, the overall summary of the data of control and coordination of the IBHE also suggests this. The "two-for-one" principle ought to provide much thought to community colleges concerned to preserve local autonomy but desirous of support from the state governing agencies.

Nevertheless, the relationship between the two variables in terms of a break-down per year is not established, by any means. In regard to the ICCB, a correlation coefficient of .741 significant only to the .10 level was

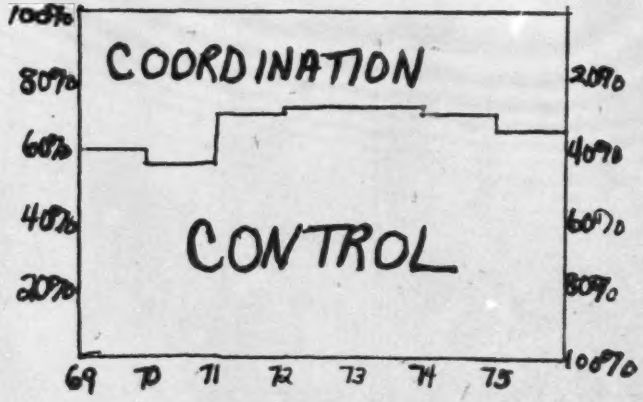
FIGURE 6-3:

PERCENTAGE OF CONTROL VS. COORDINATION PER YEAR

IBHE-



ICCB-



1975 are projected figures based on first half of year x2

determined. There thus appears a tendency that the greater the coordination, the more the control. No relationship per year was detected with respect to the data of the IBHE, despite that overall in the five year plus survey, a ratio close to that of 2-to-1 was recorded.

Coordination and Control Variables Compared to Their Sub-factors

Upon comparing the two variables with respect to the topics of each, one discovers that the planning topics reappear as policy statements and guidelines. The explanation herein proffered is in terms of the means-ends dichotomy. In order to achieve coordinating plans, a sufficient amount of control must be exerted.

We find that the topics of one variable become those under the other.

Topic	Under Coordination	Under Control
1. working with other boards	finding ways 1.5	policies of 8.3
2. programs	program planning 1.3	program approvals 10.1
3. districting	new districts 2.1	recognition 2.2
4. cc financing	funding formulas 1.1	apportionment 4

Other topics as well could be cited to show the two variables are topically related. The relationship appears self-explanatory. For example, the ICCB alights upon a formula for apportionment funding and that formula becomes law.

Thereupon, the Board processes claims from the colleges in accord with the formula. The plan or proposal for funding has been translated into a policy, a mechanism of control.

Another facet of the means-ends dichotomy is introduced upon implementing a plan and proposal, namely, evaluating the plan and dealing with disputes that arise over inequities caused by implementation. Thus, the criteria of control 3, 5 and 10 to a degree constitute the processes of monitoring.

In terms of the means-ends dichotomy, the finding that twice as many topical discussions concern control as coordination is understood as the contention that to introduce a plan at the state level leads to increased control, since these boards must not only set forth policy and guidelines but must evaluate performance. Their interest in local affairs is necessitated from a concern that the implementation of a proposal bring about a desired state of affairs among the colleges.

Frequency Levels in Control and Coordination

Both the ICCB and the IBHE direct most of their attention to topics in the following control areas: apportionment claims, programs, and construction. See Figure 6-4 (p. 121). In coordination, the IBHE is primarily involved in planning while the ICCB is fundamentally dealing with topics of local governance, Figure 6-5 (p. 122). Since the IBHE and the ICCB, as the creation of the parent board, were

FIGURE 6-4:
FREQUENCY TOTALS OF CONTROL ITEMS IN BOARD GOVERNANCE

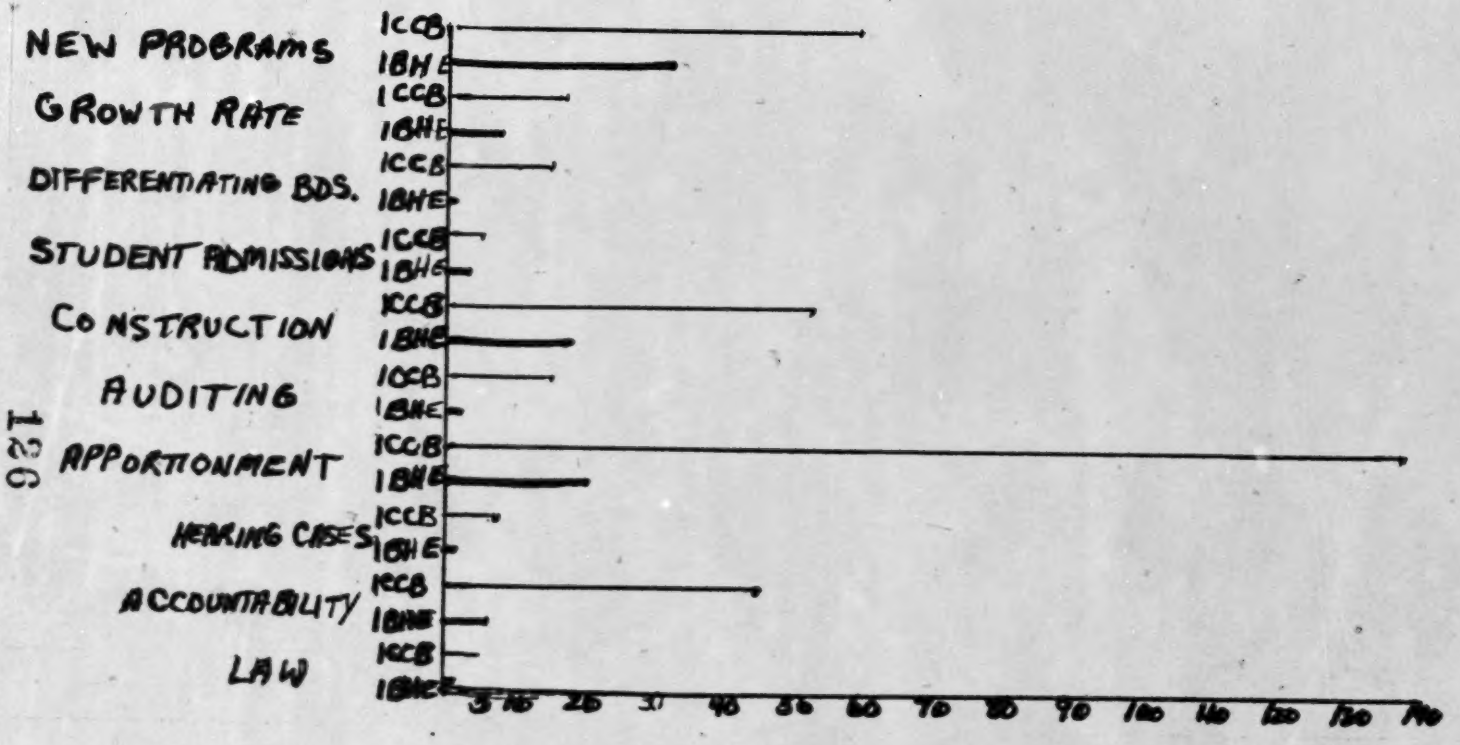
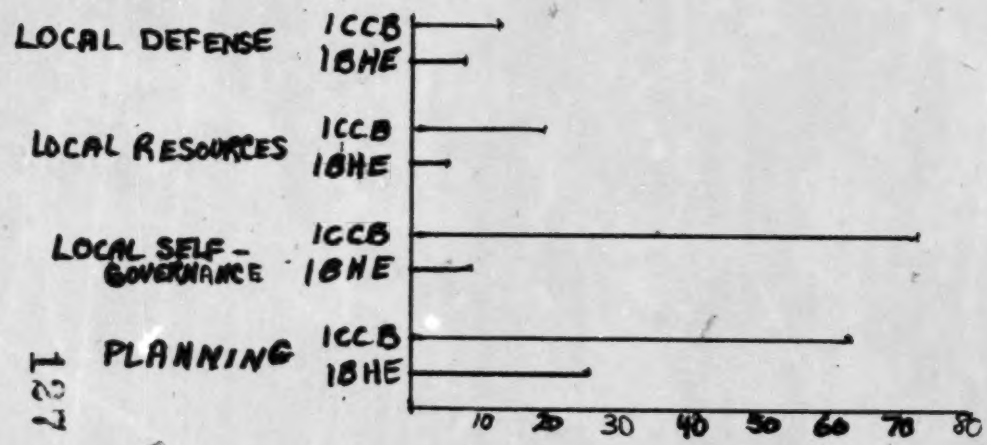


FIGURE 6-5:
FREQUENCY TOTALS OF COORDINATION ITEMS IN BOARD GOVERNANCE



founded to cope with an increase in demand from educational institutions upon the financial resources of the state, it is not surprising that the boards do a good deal of work in the budget area. Nor is the finding that the boards are active in the area of program approvals unusual, since the IBHE by design was to become the forum of debate over institutional license to offer particular degrees and programs rather than the state legislature. Then too, in that the ICCB was given the mission to develop a statewide system of community colleges, the fact that it spends so much of its time in matters of encouraging and supporting the local colleges is to be expected. Importantly, though the boards were given wider powers than the mere handling of the problems which created them, their effort primarily appears to be directed to those problems. This suggests a reason for the finding Berdahl reports that boards may exceed the power vested in them or may exert less power, for it appears that boards are problem-oriented and therefore will attempt to cope with the problems which established them whether they are given too little or too much power to do so.

FOOTNOTES

1. IBHE minutes were examined whether or not the heading in the minutes indicated a discussion of community colleges, so that any discussion topic before the Board germaine to community college governance was picked up, including articulation and curriculum matters. That is to say, discussions of senior colleges as recorded in the minutes were examined; and if there were material pertaining to community college governance, the topics were noted.

CHAPTER SEVEN

SUMMARIZING THE FINDINGS

CHAPTER SEVEN

SUMMARIZING THE FINDINGS

While some researchers have contended that state governing patterns are necessarily evolving into a form known as consolidation, where greater control over the colleges would be placed in the hands of a governing agency, this paper implies a somewhat different approach. It has suggested that the problems in state board governance can be regarded as functions of the activities of board coordination and control; and it has identified the present levels of board activity in these two functions. Any reason for greater control, it has been said in this paper, should pertain to the recurring problems in state board governance analyzable with respect to the present board actions in particular areas of control and of coordination. In terms of this stance, the data may be summarized by means of some notable contentions, about which this chapter will deal.

1. Over the years of this study, 1969-1975, the IBHE and the ICCB have spent most of their time in the areas of control and coordination for which they were established. These areas reflect the problems which gave rise to the IBHE's existence, namely, competition of the colleges for

money and program expansion. Through program planning and financing formulas, duties spelled out in the enabling legislation, the boards have endeavored to resolve disputes regarding the allocation of state money in higher education. Indeed, it was found that the ICCB and the IBHE direct most of their attention to the control topics of apportionment claims, program approval, and construction. Since the IBHE was created to cope with the conflicting demands for state money, and the ICCB in some measure after that, one would expect budgetary matters to occupy much of the boards' time.

2. Despite the fact that the boards are controlling the disbursement of state funds to the colleges and are regulating institutional growth, hence are more involved in the control of the colleges, the boards are essentially coordinating agencies. The number of topics of coordination are much less than those of control before either board. Nonetheless, the boards appear to be evaluated with respect to their coordination. While 6 of the 10 factors of control were found to contain some issues of governance, every area of coordination was found to contain some issue. Conversely, every problem that the boards are encountering, except the articulation issue, was dissected into some area of coordination. So, when there are problems, they apparently are readily visible by looking at how the boards coordinate those in their jurisdiction.

For example, the local autonomy problem involves two areas of coordination, planning and local governance. The

colleges evidently want to decide upon matters of board policy affecting them. They also seemingly want to maintain their own managerial styles, although looking for support from the ICCB to assist in resolving annexation disputes. Local autonomy becomes an issue in the coordination area because the colleges apparently want a state of affairs which, with respect to the present actions by which the boards coordinate the system of community colleges, conflicts with the coordination function, itself.

3. The problems that are confronting the boards can be seen as a function of the reasons for their existence. As the boards carry out their responsibilities, they have encountered difficulties. Most of the difficulties exist in areas of control and coordination related to their reasons for existing. The financing issue is intimately tied to the competition for state money that caused the legislature to establish the IBHE. The duplication of programs issue is related inherently to the competition in program offerings among the colleges and universities, a matter the legislature did not feel competent to handle on its own. But because the boards are attempting to monitor the system with an eye to resolving competing claims of the colleges, they have run into the issue of local autonomy and the ICCB into the issue of fragmentation, i.e., trying to thread the state community college districts together. The articulation question is another aspect of competition in program offerings, specifically centered about whether community colleges should be

offering certain programs that some universities think are within their province alone.

4. To the extent that the boards are unable to cope with the recurring enigmas that appear to be directly related to the reasons for the boards, the political process will continue to provide the stage for resolving competing institutional demands. Politicians appear aware of some of the issues confronting the boards, and they are taking stands on them. Data taken from legislative transcript and from questionnaire responses of legislators indicate the issues of financing, duplication and fragmentation stood in the political arena during the period of this study. To bring to mind but one instance regarding finance, the legislature was asked to pass a bill favoring one group of community colleges who apparently wanted to speed up their building projects. Although the duplication of programs did not come before the legislature as such, legislators were aware of this issue and viewed it as a matter of massive investment in additional building construction. Then too, on the fragmentation issue, most legislators by their voting record appear to have favored continued splintering of the system.

5. To remedy a recurring problem, it may indeed be necessary for the boards to exert greater control as a means to increased coordination. Although the results of this study are inconclusive in this respect, the data seems to indicate some relation between control and coordination, such that the greater the control, the greater the

coordination. Since the boards are to coordinate those under their jurisdiction, and elements of the problems before the boards are to be found in each area of coordination, it may be judged that the boards are not doing enough to coordinate. But to do additional coordinating, this study's results seem to show, will likely require exercising greater control over those in their jurisdiction. For one thing, the topics of the one variable become those of the other (see pages 119ff). For another, any plan introduced into the system of community colleges will likely necessitate dealing with inequities and squabbles caused by its implementation; and will lead to some monitoring to determine the plan's results.

Moreover, identifying the problem areas within the variables of control and coordination gives an advantage in thinking through ways of dealing with the problems. For instance, that the articulation issue arises in the "new programs" area of control suggests that to deal with the issue will require greater board effort in this area. The ICCB could decide to adopt additional criteria for new programs, thereby limiting the community college's expansion into curricular programs of the four-year colleges; or it might seek assistance from the IBHE in modifying the stand of some university faculty in certain curricula against accepting transfer students without loss of credit or without proficiency examination. The matter of what to do is left to

the boards' discretion. But that there ought to be something done to smooth out that aspect of the problem which occurs in the new programs area of control seems to follow from the identification. At least, the boards are given an avenue to explore the depth and width of each problem through the identifying mechanism. To know where the problem exists within the factors of control and coordination is intuitively a better position than to simply be faced with a series of problems about board governance.

6. If increased effort by the boards is aimed at greater coordination, i.e., doing more coordinating, and if greater coordination implies additional responsibilities to control these new and additional coordinating efforts, then the case for consolidation could be made on the basis of greater coordination. Even as the boards were founded to coordinate education, yet the boards are experiencing difficulties traceable to the reasons for their establishment, so any "step beyond" the coordinating board stage, Berdahl's stage #3, could be argued for in relation to the initial reasons for the boards. Such an argument would always be open to the objection that not additional structure but more effective use of the structure already existing could bring about the coordination which would both resolve the problems noted in this study and minimize the harmful effects of institutional competition.

* * * * * * * * * * *

With respect to the above findings as summarized, the question put forth at the outset of this paper remains

unanswered, namely, who in education shall address themselves to the concerns of the public? Nevertheless, in this paper much light has been shed on the question. Its manifold aspects have been looked at. What is found in Illinois is that the state legislature, though delegating powers pertaining to governance to the IBHE and the ICCB, has retained a sufficient amount to determine, apparently by its own conception of the public interest, the fate of Illinois education. Really, the question, as it pertains to Illinois who <u>in education</u> shall address themselves to the concerns of the public, has been put off by virtue of the legislature's understanding of the public's concerns. In an important way the Illinois legislature, affirming that it represents the public, has resolved the question initially posed into the question, who <u>to education</u> shall address itself to the concerns of the public? The answer to the latter continues to be the Illinois state legislature.

APPENDIX A

TOPICAL SURVEY OF CONTROL AND COORDINATION VARIABLES

APPENDIX A

TOPICAL SURVEY OF CONTROL AND

COORDINATION VARIABLES

Numbers per subcategory are frequency summaries:

1--topics in the category discussed at one or two board meetings in the year

2--topics in the category discussed at three or four board meetings in the year

3--topics in the category discussed at five or six board meetings in the year

4--topics in the category discussed at more than six board meetings in the year

An asterisk (*) is placed in the category for '75 if the topic is projected to come up no more times than as many times indicated by the assigned frequency summary. Projected frequencies for 1975 are based on the actual frequency the topic has come up from January through June, 1975 multiplied by 2.

Control

		ICCB	IBHE
1.	Community colleges and the law		
1-1.	cited by bd. for possibly neglecting a rule or law	69: 2 71: 1 72: 1	73: 1
1-2.	local maintenance of political neutrality	69: 1	
2.	Accountability reporting in respect to administering ccs		
2-1.	pertaining to instruction, teachers, class size, programs offered, student transfers	69: 2 71: 2 72: 2 73: 2 74: 1 75: 1(2)	69: 1 71: 1 72: 1 73: 1 75: 1(2)

		ICCB	IBHE
2.	Accountability Reporting (Con't.)		
2-2.	pertaining to standards and procedures for recognition, Redbook development	69: 1 70: 2 71: 2 72: 3 73: 2 74: 3 75: 1 (2)	
2-3.	pertaining to establishing, using MIS; financing methods analysis	71: 1 72: 2 73: 4 74: 4 75: 3 (4)	
2-4.	pertaining to justifying its own activities, protecting itself from attacks	74: 1 75: 2 (3)	
3.	Hearing cases		
3-1.	annexation disputes as topic	69: 2 72: 1 75: 2	
3-2.	site for ccs	73: 1	
3-3.	out-of-dist. dispute	73: 1	
3-4.	program disapproval		75: 1
4.	Apportionment to ccs		
4-1.	flat rate grants, their formulas	69: 3 70: 4 71: 4 72: 4 73: 4 74: 4 75: 2 (3)	
4-2.	vets scholarships, their formulas	70: 4 71: 4 72: 4 73: 4 74: 4 75: 2 (4)	

		ICCB	IBHE
4.	Apportionment to ccs (Con't.)		
4-3.	budget requests--capital, operating; methods of payment, processing of claims, state funding level, review of operating formulas	69: 2 70: 2 71: 1 72: 2 73: 4 74: 4 75: 4 (4)	69: 2 70: 2 71: 1 72: 1 73: 2 74: 1 75: 1 (2)
4-4.	public service grants, guidelines (going to CEU credit)	72: 2 73: 4 74: 4 75: 2 (3)	
4-5.	nonbusiness occupational claims	72: 2 73: 4 74: 4 75: 1*	
4-6.	equalization, formula for	71: 2 72: 4 73: 4 74: 4 75: 2 (3)	
4-7.	special funds; administering same including correctional institution funding	71: 1 72: 2 73: 4 74: 3 75: 1*	74: 1
4-8.	deficiency appropriations; additional funding sought, high priorities in budgeting	73: 1 74: 2 75: 2 (3)	
4-9.	disadvantaged students, formulas for, related matters	71: 1 72: 2 73: 4 74: 3 75: 1*	72: 1 73: 2 74: 2 75: 2 (3)
5.	Auditing accounts of ccs		
5-1.	cc visitations	69: 1 73: 1 74: 1	69: 1

		ICCB	IBHE
5.	Auditing accounts of ccs (Con't.)		
5-2.	uniform accounting procedures	70: 2 71: 1 72: 2 73: 1 74: 1 75: 2 (3)	
5-3.	retirement system wants salary study of cc faculty and unemployment compensation at ccs	72: 1 75: 1	
6.	Capital requests for construction		
6-1.	construction approval from ccs, local funding not exclusive	69: 4 70: 4 71: 4 72: 3 73: 1 74: 2 75: 1*	70: 3 71: 3 72: 3 73: 1 74: 4
6-2.	priorities, request specifications, const. procedures, guidelines	69: 2 70: 3 71: 3 72: 2 73: 2 74: 2	69: 1 71: 1 74: 1
6-3.	construction modifications, local funding reimbursements possible in some cases	72: 4 73: 3 74: 3 75: 1 (2)	
6-4.	capital outlay budgeting, fund transfers, building program adjustments	69: 1 70: 1 71: 2 72: 1	
6-5.	fast tracking, building rentals	71: 2 72: 1	

	ICCB	IBHE
7. Establishing student admissions policies	72: 1 73: 1 74: 2 75: 1*	71: 1 72: 1 74: 1
8. Policies differentiating boards, activities within its board		
8-1. state board self-evaluation, office procedures, guidelines, board's own affairs	69: 2 71: 1 72: 3 74: 2 75: 1*	
8-2. articulation	72: 1 74: 1 75: 1*	
8-3. working with other bds.	71: 1 73: 1 74: 1	
9. Regulating growth rate of ccs		
9-1. approval of cooperative agreements, use of proprietary schools	69: 1 70: 1 71: 1 73: 1 74: 4 75: 2 (4)	72: 1
9-2. duplication of programs, elimination of upper division courses at ccs, withdrawals of courses, units in terms of	72: 1 73: 1 74: 2	72: 1 74: 1 75: 1*
9-3. means to slow down expansion other than eliminating duplication; establishing cooperative arrangements		69: 1 71: 1 73: 1

		ICCB	IBHE
10.	New campuses, programs, definition of their scope		
10-1.	program approvals	69: 4 70: 4 71: 4 72: 4 73: 4 74: 4 75: 3 (4)	69: 4 70: 4 71: 3 72: 3 73: 3 74: 4 75: 2 (4)
10-2.	specific curricula development, adult ed. development; general studies definced, programs developed; credit/noncredit; defs.; hobby-liesure courses	70: 1 71: 3 72: 3 73: 4 74: 4 75: 1 (2)	75: 1*
10-3.	out-of-district course offerings by a cc.	70: 1 71: 4 72: 2 73: 3 74: 4 75: 3 (4)	72: 1 74: 1 75: 1*
10-4.	experimental programs or new units; new degrees; CLEP, curricula transfer; program evaluations, uniform program titles	70: 1 71: 2 72: 2 73: 3 74: 3 75: 1 (2)	73: 1 75: 1*

Coordination

1.	Planning topics		
1-1.	charge backs and cc funding plans, enrollment concerns	69: 1 70: 1 72: 1 73: 1 74: 2 75: 2 (3)	70: 1 71: 1 72: 1 73: 1 75: 1*

		ICCB	IBHE
1.	Planning topics (Con't.)		
	1-2. cc districting plans	69: 2 71: 1 72: 3 73: 3 74: 1 75: 1*	72: 1
	1-3. program planning and placement of grads	69: 1 70: 2 71: 2 72: 2 73: 1 75: 2 (3)	69: 1 70: 1 71: 2 72: 1 75: 1 (2)
	1-4. advisory groups, associations, task forces for planning related to Bd.'s governance of ccs	69: 3 70: 1 71: 1 73: 1 74: 4 75: 1 (2)	69: 1 71: 3 74: 4 75: 1*
	1-5. trying to find ways to work with other boards and with cc governance on studies, funding formulas	69: 1 70: 1 71: 1 72: 1 73: 1 74: 4 75: 2 (4)	71: 1 72: 1 75: 1*
	1-6. organizational plans for self-direction of board in relation to community college governance	70: 1 72: 1 73: 1	
	1-7. use of TV for ccs in state	71: 1 72: 1 73: 1	
	1-8. other planning	75: 1	72: 1 75: 1*
2.	Encouraging local self-governance topics		

		ICCB	IBHE
2.	Encouraging local self-governance topics (Con't.)		
2-1.	new districts being established, new campuses or sites purchasing, policies pertaining to	69: 4 70: 4 71: 2 72: 2 73: 3 74: 4 75: 2 (4)	69: 1 74: 1
2-2.	criteria for ccs, master planning of local ccs., modifications of master plans of ccs	69: 2 70: 3 71: 3 72: 4 73: 1 (put into MIS system)	70: 1 72: 1
2-3.	annexations, backdoor referenda, executing SB 1188 ('73)	69: 2 70: 3 71: 2 72: 4 73: 4 74: 4	70: 1 71: 1 73: 1
2-4.	local funding of construction, possibility of foundation monies for, local budgets	70: 1 71: 1 72: 2 73: 4 74: 4 75: 1 (2)	72: 1
2-5.	local cc evaluation or review of its programs	74: 1 75: 1*	
3.	Offering means for effective use of local resources or providing state resources to particular local ccs.		
3-1.	computer use	69: 1 70: 1 71: 1	71: 1 72: 1
3-2.	encouraging local cc cooperative agreements, discussion of duplication of programs issue	70: 1 71: 1 73: 1 74: 1	74: 1

		ICCB	IBHE
3.	Means for use of resources to local ccs (Con't.)		
3-3.	television promoting for local cc usage	72: 1 74: 1 75: 1	74: 1 75: 1*
3-4.	state board resources made available to particular ccs	69: 1 73: 1 74: 4 75: 2 (3)	
4.	Disseminating explanations justifying requests for public support of ccs		
4-1.	space requirements, deficiencies in monies as experienced by ccs	69: 1 70: 2 71: 2	69: 2 71: 1 73: 1 74: 1 75: 1*
4-2.	faculty, student experiences and needs noted in terms of reports from these groups	73: 1 74: 2 75: 1*	70: 1
4-4.	experiences of local ccs with state agencies and boards noted	74: 1 75: 2 (3)	

APPENDIX B

TALLIES OF FREQUENCY SUMMARIES

APPENDIX B

TALLIES OF FREQUENCY SUMMARIES

ICCB Control

	Year							
	69	70	71	72	73	74	75	Totals
1-1.	2		1	1				4
1-2.	1							1
	3		1	1				5
2-1.	2		2	2	2	1	2	11
2-2.	1	2	2	3	2	3	2	15
2-3.			1	2	4	4	4	15
2-4.						1	3	4
	3	2	5	7	8	9	11	45
3-1.	2			1			2	5
3-2.					1			1
3-3.					1			1
3-4.								0
	2			1	2		2	7
4-1.	3	4	4	4	4	4	3	26
4-2.		4	4	4	4	4	4	24
4-3.	2	2	1	2	4	4	4	19
4-4.				2	4	4	2	12
4-5.				2	4	4	1	11
4-6.			2	4	4	4	3	17
4-7.			1	2	4	3	1	11
4-8.					1	2	3	6
4-9.			1	2	4	3	1	11
	5	10	13	24	33	32	22	137
5-1.	1				1	1		3
5-2.		2	1	2	1	1	3	10
5-3.				1			1	2
	1	2	1	3	2	2	4	15

	Year							
	69	70	71	72	73	74	75	Totals
6-1.	4	4	4	3	1	2	1	19
6-2.	2	3	3	2	2	2		14
6-3.				4	3	3	2	12
6-4.	1	1	2	1				5
6-5.					2	1		3
	7	8	9	12	7	7	3	53
7.				1	1	2	1	5
8-1.	2		1	3		2	1	9
8-2.				1		1	1	3
8-3.			1		1	1		3
	2		2	4	1	4	2	15
9-1	1	1	1		1	4	2	10
9-2				1	1	2		4
9-3								
	1	1	1	1	2	6	2	14
10-1	4	4	4	4	4	4	4	28
10-2		1	3	3	4	4	2	17
10-3		1	4	2	3	4	4	18
10-4		1	2	2	3	3	2	13
	4	7	12	11	14	15	12	76
ICCB Coordination								
1-1.	1	1		1	1	2	3	9
1-2.	2		1	3	3	1	1	11
1-3.	1	2	2	2	1		3	11
1-4.	3	1	1		1	4	2	12
1-5.	1	1	1	1	1	4	4	13
1-6.		1		1	1			3
1-7.			1	1	1			3
1-8.							1	1
	8	6	6	9	9	11	14	63

	Year							
	69	70	71	72	73	74	75	Totals
2-1.	4	4	2	2	3	4	4	23
2-2.	2	3	3	4	1			13
2-3.	2	3	2	4	4	4		19
2-4.		1	1	2	4	4	2	14
2-5.						1	1	2
	8	11	8	12	12	13	7	71
3-1.	1	1	1					3
3-2.		1	1		1	1		4
3-3.				1		1	1	3
3-4.	1				1	4	3	9
	2	2	2	1	2	6	4	19
4-1.	1	2	2					5
4-2.					1	2	1	4
4-3.						1	3	4
	1	2	2		1	3	4	13

IBHE Control

1.					1		
2.	1		1	1	1		1
3.							1
4.	2	2	1	2	4	3	5
5.	1						
6.	1	3	4	3	1	5	
7.			1	1		1	
8.							
9.			1	2	1	1	1
10.	4	4	3	4	4	5	7
	9	9	11	13	12	15	15

IBHE Coordination

1.	2	2	7	5	1	4	6
2.	1	2	1	2	1	1	
3.			1	1		2	1
4.	2	1	1		1	1	1
	5	5	10	8	3	8	8

APPENDIX C

LEGISLATOR QUESTIONNAIRE

(questions were also topics of discussion with

Board liaison of the Governor's Office)

APPENDIX C

LEGISLATOR QUESTIONNAIRE

Questionnaire Construction

The questions were drawn from the Carnegie Commission's study of 1973, which is the basis for the criteria of coordination and control in this study. To the criteria were added possible stands or opinions regarding some of the criteria; and by so doing, the questionnaire was longer than if just the criteria were used. Thus, while budgeting is a method of control, questions 9-12 deal with actual budget formulas, e.g., that advocated by some staff members of the IBHE, line-item budgeting. Since the questionnaire was airmed to get reaction from politicians, it was thought that they may better understand the criteria in terms of position statements.

Questions 32 and 33 were designed to probe for the politician's thoughts about the state boards--what they are doing; where they should be going.

The questionnaire was to evoke attitudinal responses in order to determine whether the politicians are aware of any political issue bordering or related to state board governance. If the politician displayed a high level of concern for any item, it was reasoned that there is some issue prompting that level.

Questionnaire Administering

The questionnaire was tried out initially on three high ranking administrators of College of DuPage by interview. If the respondent gave a very low response, i.e., "4," it was assumed that from the perspective of a community college administrator there was apprehension lest the state boards move in the particular direction, e.g., line-item budgets. That is to say, the highest or lowest level of concern, it was assumed, should be topics on which the respondent has some position either for or against. By asking additional questions when the respondent registered these, the author confirmed the usefulness of the assumption.

The questionnaire was also discussed with a member (who wishes to be anonymous) of the research unit of the State legislature.

Legislators on committees that handle community college legislation were those to whom the questionnaire was sent, viz., the House and Senate Committees on Education and the appropriate appropriations committees in the Assembly. Sixty-seven questionnaires were sent out, from which 20 completed questionnaires came back with 5 other respondents sending letters or comments.

Statistical findings. The following items were deemed of major or minor concern to the legislators:

Item #	Intensity of Concern
Budgeting item 9	major
Budgeting item 10	major
Construction item 15	major
Integration item 20	minor
Differentiating item 23	minor
Utilization of resources item 27	major
Recommendations from local college item 30	minor
Academic independence item 31	minor

"Major concern" were those items above 2.5 mean, where "paramount concern" equals 4; "minor concern" those above 1.5 but below 2.5. Standard deviation was taken as a measure of agreement among those responding. In identifying items of concern, the S.D. had to be 1.0 or less in order that the statistical findings could be reasonably said to measure the concerns of the respondents.

Use of the Questionnaire's Data

The statistical data was used as a check upon the findings of Chapter Four that there are governance issues. Assuming that some significant state board problems will spill over into the legislature (or, possibly be symptomatic of political conditions that are giving difficulty to the boards), and that legislators will express concern about the problems in education of which they are aware, it was reasoned that the statistical data would confirm the

existence of just those problems by registering greater concern.

By looking at the areas of control and coordination where the issues are (see page 91), the following issues appear in evidence: financing the community colleges (items 9, 10 and 15); duplication of programs (items 20, 23 and 27); and local autonomy (items 9, 30 and 31).

The open-ended questions provided opportunity to delve into what some legislators were thinking in the problem areas. The questionnaire is presented on subsequent pages.

Community College Governance Study

Kindly report your perceptions of the state legislature's concerns over community college governance in Illinois.

Please use the following ranking scale:
1--of paramount concern
2--of major concern
3--of minor concern
4--of negligible concern or no concern

1.____Seeing to it that community colleges are obeying the law.

2.____Making sure that community colleges are abiding by decisions of their governing state boards.

3.____Protecting the community colleges from interference of local community pressure groups.

4.____Making an account to the legislators concerning the conduct of affairs of community colleges in the state.

5.____Reporting to the governor in matters of public interest concerning community colleges of the state.

6.____Keeping private community colleges financially solvent.

7.____Cooperation among community colleges with universities, four-year colleges.

8.____Dealing with instances of alleged denial of rights of a community college or of unfair procedures lodged against a community college.

9.____Budgeting for the community colleges based on knowledge of budgetary requests of each community college.

10.____Budgeting for the community colleges based on number of students handled by the system of community colleges.

11.____Budgeting for community colleges based on knowledge of what happens to the students after their learning experience.

12.____Budgeting of community colleges by line item requests for money.

13.____Auditing the uses made of plant and buildings of community colleges.

14.____Auditing salaries and working conditions of the employees of community colleges, including faculty.

Community College Governance Study
p.2

15._____Allocating monies for future buildings of community colleges.

16._____Establishing general policies for student admissions into community colleges.

17._____Seeing to it state and federal guidelines of equality and fairness in the hiring of personnel are followed by community colleges.

18._____Establishing policies identifying the functions in higher education (or, postsecondary education) of community colleges.

19._____Integrating community college education with grades K-12.

20._____Integrating community college education with that of universities.

21._____Tying vocational programs of community colleges to those of high school and of four-year colleges.

22._____Establishing policies differentiating the functions of community colleges from grades K-12.

23._____Establishing policies differentiating the functions of community colleges from universities and four-year colleges.

24._____Tracking graduates of programs of community colleges.

25._____Establishing rate of expansion or contraction in curricular areas of community colleges.

26._____Introducing innovative programs for improving quality of education at community colleges.

27._____Making plans or formulating proposals for effective utilization of community college resources.

28._____Formulating policies for more effective self-governance of community colleges at the local level.

29._____Supporting a particular community college which is involved in defending its own position in the community against attack from pressure group.

30._____Ascertaining the recommendations of local community colleges in addition to those of state governing boards.

31._____Formulating policies to maintain the academic independence of community colleges.

Community College Governance Study
p. 3

32. What functions do you think state boards governing community colleges serve best?

_____

_____

_____

_____

33. Into what directions or areas would you like to see state boards governing community colleges move?

_____

_____

_____

_____

The results of this study may be published. Can your replies be quoted? Please check, if you give your permission_____.

Results will be tabulated and anonymity preserved unless you consent to being quoted.

Thank you for participating in this study.

An abstract of this study should be available by November 1. Please check if you desire a copy_____.

John Oastler Ph.D.

UNIVERSITY OF CALIF.
LOS ANGELES

SEP 3 1976

CLEARINGHOUSE FOR
JUNIOR COLLEGES